30 JULY 1934

BIHAR AND ORISSA

IN

1932-33

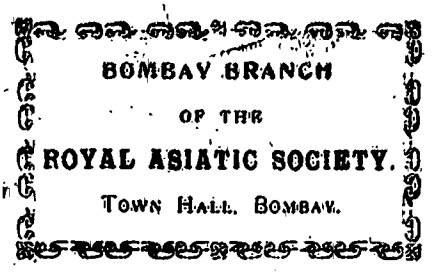
BY

R. L. GUPTA,

Indian Civil Service.

SUPERINTENDENT, GOVERNMENT PRINTING,
BIHAR AND ORISSA, PATNA.
1934.

[*Price—Re. 1.*]



Digitized with financial assistance from

Government of Maharashtra

on 01 February, 2020

00133075

BIHAR AND ORISSA

IN

1932-33

ROYAL ASIATIC SOCIETY LIBRARY

BY

R. L. GUPTA,
Indian Civil Service.

133075

SUPERINTENDENT, GOVERNMENT PRINTING,
BIHAR AND ORISSA, PATNA.
1934.

Priced Publications of the Government of Bihar and Orissa can be had from—

IN INDIA

The Superintendent, Government Printing, Bihar and Orissa Gulzarbagh P. O.

(1) Messrs. Thacker Spink & Co., Calcutta.

(2) Messrs. W. Newman & Co., Calcutta.

(3) Messrs. S. K. Lahiri & Co., College Street, Calcutta.

(4) Messrs. R. Cambray & Co., 6 and 8-2, Hastings Street, Calcutta.

(5) Messrs. Thompson & Co., Madras.

(6) Messrs. D. B. Taraporevala Sons & Co., 103, Meadow Street, Fort, Post Box No. 18, Bombay.

(7) Messrs. M. C. Sirkar & Sons, 75, Harrison Road, Calcutta.

(8) Proprietor of the Newal Kishore Press, Lucknow.

(9) Messrs. M. N. Burman & Co., Bankipore.

(10) Babu Ram Dayal Agarwala, 184, Katra Road, Allahabad.

(11) The Standard Literature Co., Ltd., 13-1, Old Court House Street, Calcutta.

(12) Manager of the Indian School Supply Depôt, 309, Bow Bazar Street, Calcutta.

(13) Messrs. Butterworth & Co., Ltd., 6, Hastings Street, Calcutta.

(14) Messrs. Ram Krishna & Sons, Anarkali Street, Lahore.

(15) The Oxford Book and Stationery Company, Delhi.

(16) Messrs. Das Brothers, Nouzerkatra, Patna City.

(17) The Book Company, 4/4(a), College Square, Calcutta.

(18) Mr. K. L. Mathur, Guzri, Patna City.

(19) Messrs. Raghunath Prasad & Sons, Patna City.

(20) The Grantha Mandir, Cuttack.

IN EUROPE AND AMERICA.

The Office of the High Commissioner for India, Public Department, India House, Aldwych, London, W. C. 2.

His Excellency Sir James David Sifton,

K.C.S.I., K.C.I.E., I.C.S.

NOTICE.

The task of preparing this book has been entrusted to Mr. R. L. Gupta, I.C.S., and it is now published under authority and with the general approval of the Government of Bihar and Orissa, but it must not be assumed that the approval extends to every particular expression of opinion.

PREFATORY NOTE.

THE main portion of this volume deals with the financial year 1932-33, viz., the period from April to March. In order to bring the history of the province up-to-date as far as possible, a short summary of the principal events of the calendar year 1933 is included as an appendix.

CONTENTS.

	Page.
Prefatory Note	vi
List of Illustrations and Diagrams	ix
Chapter Contents	x
CHAPTER I.	
Political and General Events	1
CHAPTER II.	
Finance	17
CHAPTER III.	
The Legislature	24
CHAPTER IV.	
Local Self-Government	37
CHAPTER V.	
Education	45
CHAPTER VI.	
Public Health and Medical Relief	54
CHAPTER VII.	
Maintenance of the Peace, Administration of Justice and Jails ...	63
CHAPTER VIII.	
Excise	71
CHAPTER IX.	
The Land and the People	77
CHAPTER X.	
Agriculture and Co-operation	88
CHAPTER XI.	
Commerce and Industry	100

APPENDIX I.

Page.

A Short Summary of the Administration of Bihar and Orissa for 1933 ... i

APPENDIX II.

A.—Members of the Bihar and Orissa Executive Council xxxviii

B.—Ministers xxxviii

C.—Members of the Bihar and Orissa Legislative Council xxxviii

D.—Members of the Council of State from Bihar and Orissa .. xlii

E.—Members of the Legislative Assembly from Bihar and Orissa ... xlii

APPENDIX III.

Abstract of the Budget Estimates for 1933-34 xliv

APPENDIX IV.

Speech delivered by His Excellency Sir James David Sifton in reply to the Address of the Bihar and Orissa Country League at Ranchi on the 24th May 1932 xlvi

APPENDIX V.

Sources of Information available to the public ... xlviii

Glossary 1

LIST OF ILLUSTRATIONS AND DIAGRAMS.

ILLUSTRATIONS.

		PAGE.
1.	Photograph of His Excellency Sir James David Sifton, K.C.S.I., K.C.I.E., I.C.S.	Frontispiece.
2.	Halwai Bridge near Simdega (Ranchi)	77
3.	A view of Ghat Section—Debour-Kodarma Road	86
4.	" Sukhada " Implements	91

DIAGRAMS.

1.	Diagram showing the price in rupees of one standard maund of common rice from June 1931 to June 1933	15
2.	Diagrams showing revenue and expenditure in Bihar and Orissa during 1932-33	20
3.	Diagrams showing (1) true cognizable crime, (2) true dacoity, (3) true riots and (4) true murder	64
4.	Diagram showing prices of important agricultural commodities ..	88
5.	Diagram showing rise and fall in cost of living at Patna and Cuttack...	105
6.	Map of the Province of Bihar and Orissa	At the end.

CHAPTER CONTENTS.

CHAPTER I.

POLITICAL AND GENERAL EVENTS.

	PAGE.		PAGE.
The Administration ..	1	Labour	14
Political and general events ..	1		
Terrorist crime	12	The Press	14
Relations between Hindus and Muhammadans ..	13	Economic situation ..	15

CHAPTER II.

FINANCE.

Financial position of Bihar and Orissa	17	The Budget of 1932-33 ..	20
		Financial developments during the year	21
Discussion of position in the Legislative Council ..	20	The White Paper proposals ..	22

CHAPTER III.

THE LEGISLATURE.

Sessions of the Council ..	24	Budget discussions ..	30
Legislative business ..	24	Voting of demands for grants	32
Resolutions	26		
Questions	30	Supplementary grants ..	36

CHAPTER IV.

LOCAL SELF-GOVERNMENT.

The District Boards ..	37	Water Hyacinth ..	40
Income and Expenditure ..	37	Local boards	41
Education	38	Union boards	41
Public Health	39	Municipalities	42
Veterinary services	40	Income and Expenditure ..	42
Civil works	40	Outdoor administration ..	44

CHAPTER V.

EDUCATION.

Primary education: growth of literacy	45	Education of Europeans and Muhammadans ..	51
Free primary education ..	48	Aborigines	51
Secondary education of boys ..	48	Depressed classes ..	52
University and Collegiate education	49	Criminal tribes	52
Oriental studies	50	Expenditure on Education ..	52
Training of teachers ..	50	The Bihar and Orissa Council of Women	52
Female education	50		

CHAPTER VI.

PUBLIC HEALTH AND MEDICAL RELIEF.

	PAGE.		PAGE.
Public Health	54	Water-supply schemes ..	59
Cholera	55	Hospitals and dispensaries ..	60
Small-pox	57	Medical Relief for women ..	61
Plague	57	Medical education ..	61
Tuberculosis	57	Mental hospitals ..	61
Kala-azar	58	The Itki Sanatorium ..	62
Leprosy	58	The Radium Institute ..	62
Other diseases	58	The Pasteur Institute ..	62
Improvement of health and medical relief	58		

CHAPTER VII.

MAINTENANCE OF THE PEACE, ADMINISTRATION OF JUSTICE AND JAILS.

The Police	63	Appeals	66
Crime	64	Civil justice	67
Criminal justice	65	Jails	68
Courts of sessions	66		

CHAPTER VIII.

EXCISE.

Decline in excise revenue ..	71	Country spirit	75
The economic depression and temperance	72	*Pachwai*	75
Changes in excise policy ..	73	*Ganja*	75
Developments during the year under report	74	Opium	76

CHAPTER IX.

THE LAND AND THE PEOPLE.

General description ..	77	Relations between landlords and tenants	80
Land Revenue	78	Economic depression ..	81
Cess	79	Survey and Settlement ..	81
Sale law	79	Forests	82
Wards and Encumbered estates	80	Irrigation	84
Incidence of rent	80	Communications ..	86

CHAPTER X.

AGRICULTURE AND CO-OPERATION.

General : Weather and Crop ..	88	Other activities of the Department of Agriculture ..	90
Winter rice	88	Propaganda	91
Rabi crops	88	Live-stock	92
Jute	89	Cattle-disease	92
Sugarcane	89	Veterinary hospitals ..	93
Linseed	89	The Veterinary College ..	93
Cropped area	89	Cruelty to animals ..	94
Agricultural Research : Rice ..	90	Co-operative societies ..	94
Sugarcane	90		

CHAPTER XI.

Commerce and Industry.

	Page.		Page.
Progress of Industrialism ..	100	Factories	104
The year under report :		Cost of living	104
Coal	100	Cottage Industries ..	105
Iron	102	Technical education ..	106
Mica	103	Electricity	107
Copper	103	Limited Liability Companies ..	107
Other minerals	103	Maritime trade	108

Bihar and Orissa in 1932-33.

CHAPTER I.

Political and general events.

The Administration.

Sir Hugh Lansdown Stephenson, K.C.S.I., K.C.I.E., I.C.S., resigned his office as Governor of the province of Bihar and Orissa on the forenoon of the 7th April 1932 and Sir James David Sifton, K.C.S.I., K.C.I.E., I.C.S., former Member and Vice-President of the Executive Council, assumed charge of it on the forenoon of the same day on return from leave. The Hon'ble Raja R. N. Bhanja Deo, O.B.E., Vice-President of the Executive Council, proceeded on four months' leave on the 24th May 1932. The Hon'ble Mr. J. T. Whitty, C.S.I., C.I.E., I.C.S., was appointed to be Vice-President temporarily and Sir Saiyid Sultan Ahmad, Kt., Barrister-at-Law, was appointed a temporary Member of the Executive Council. The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Kt., and the Hon'ble Sir Ganesh Datta Singh, Kt., continued to be Ministers in charge of the portfolios of Education and Local Self-Government respectively.

His Excellency the Governor held a Darbar for the presentation of titles and honours in September at Ranchi. In November he visited Gumla (in the district of Ranchi), Hazaribagh and Gaya and spent a day at Sonepur Fair where he received an address from the Saran District Soldiers' Board; he also paid a short visit to Delhi. In December and January His Excellency visited the districts of Darbhanga, Muzaffarpur, Arrah and Champaran. In February he visited Sambalpur, held a Darbar at Bolangir for the investiture of the Ruling Chief of Patna State and spent three days at Baripada in Mayurbhanj State. On the return journey to Patna, he visited Dhanbad (Manbhum district).

Political and general events.

The year 1932-33 was conspicuous not only because it recorded a steady decline in the subversive influence of the Congress and unretarded growth of respect and sympathy for the forces of law and order but also because of the preliminary steps taken during it towards the introduction of a reformed constitution in the country. The publication of the reports of the Percy Committee on finance, of the Lothian Committee on franchise, and of the

O'Donnell Committee on the separation of Orissa, the issue of the Communal award, the Third Round Table Conference, the publication of the White Paper and the announcement of the proposed boundaries of Orissa—all these occurred during the year.

By the 1st April 1933, the excitement aroused by Mr. Gandhi's arrest in the previous January had cooled down considerably. The provincial headquarters of the Congress had been seized and most of the prominent workers and agitators had been arrested and imprisoned. Attempts at mob violence created one or two ugly situations but the unruffled and stout manner in which they were dealt with and the prompt posting of additional police in the most disturbed areas had a most salutary effect. The thoroughness with which the movement had been dealt with from the start destroyed the Congress organization, and the peaceful citizen of the province, dubious of the value of the Delhi Pact, was beginning to feel re-assured in the knowledge that the forces of lawlessness would no longer be permitted to annoy or intimidate him in his lawful pursuits. The agitators realized that open agitation meant immediate imprisonment and went into hiding from where they carried on their propaganda by means of leaflets or bulletins. Themselves remaining in the background, they hired a large number of persons mostly of tender age, and sent them out " to fight the enemy " in the open. Picketing, processions, shouting Congress slogans and hoisting the Congress flag on public buildings were more or less general throughout the period under report while destruction of letters in post boxes, stopping of trains to distribute Congress literature, attempts to recapture the *ashrams* already seized by the Government and trespassing into law courts, were some of the ingenious forms of activity which broke out sporadically. But it soon became clear that the agitation was not making any impression on the public mind. In more than one instance the local inhabitants showed their disapproval of these useless demonstrations in a marked manner. In September Mr. Gandhi's fast suddenly turned public attention to the question of the removal of untouchability. A brief period of feverish activity in this cause was followed by an unsuccessful attempt to return to older methods of agitation but by this time the public had fully realized the futility of the civil disobedience movement and were not having any more of it. At the same time the lack of Congress funds dried up the supply of the volunteers at the source. Those who still courted imprisonment by recognized Congress methods did so more with a view to secure rest in the jails than to advance any particular political cause. When the Government started taking no serious notice of this kind of activity and released, after short detentions,

all offenders except the incorrigible few, this activity also declined. By the end of March 1933, indeed, the civil disobedience movement may definitely be claimed to have come to an end.

Leaflets and bulletins were circulated in almost all the districts of the province and this continued, more or less, throughout the year under report. Usually these publications contained information regarding the future activities of the Congress and described in most exaggerated terms the " successes " scored by the workers in various places. They preached boycott of foreign goods and incited the people to destroy the satanic Government, describing the imaginary excesses supposed to have been committed by the police or the ill-treatment which the Government were wrongly alleged to be meting out to the political prisoners in jail. In May, a red leaflet enjoining Indians to slay Europeans for the sake of the country was found posted in several places in Gaya town. In the same month a number of leaflets containing cleverly-worded appeals to the police and military to give up their allegiance to the Government were circulated in Monghyr and Bhagalpur. Similar appeals were circulated to the police in Cuttack in July. A large number of printed leaflets seized at Sonepur in June contained among other things a notice fixing on the Government of the country the responsibility for the Bombay riots, and leaflets appealing to the young and the educated to join the " fighting ranks " were seized in Patna in August. A feature common to all of them, however, was the fertility of imagination displayed by the authors. Most of the facts stated in them were pure inventions while the others had been distorted or misrepresented to suit the purposes of propaganda. A large percentage of the leaflets were cyclostyled and the distribution was usually done by the volunteers by hand. One method adopted was to distribute the leaflets to passengers of a running train after stopping it by pulling the communication cord. In many cases the watchfulness of the police made open distribution impossible and the volunteers had to be content with leaving their charges surreptitiously in the compounds of officers' houses or in public streets by night. All over the province, the police seized a large volume of leaflets and bulletins before they could be distributed. Many cyclostyle machines were traced and confiscated. At no stage did this propaganda take hold of the public mind. It declined progressively after August and by the end of the year it had ceased almost completely.

An examination of the other Congress activities during the year reveals a certain amount of periodicity. It appears that for each month a particular form of activity was selected and concentrated

upon and that each period of intensive effort was followed by a period of " rest and recuperation ".

Except the attempt to maintain interest in the agitation by leaflets and bulletins there was little of interest to note in the month of April. The " national week " and the " Jalianwalla Bagh Day " did not cause much excitement and the proposed session of the Congress at Delhi attracted little attention. A number of attempts were made to take out processions and organize *hartals* in different districts but timely arrests and searches made by the police frustrated them. The Hajipur subdivision in the district of Muzaffarpur continued to be a centre of anti-Government agitation; and on the 4th of April at Lalganj police-station and at Hajipur and Mehnar on the 13th of April (Jalianwalla Bagh Day), only the presence of armed or mounted police prevented demonstrations which might easily have resulted in a breach of the peace. In Orissa, trouble was apprehended in three different places in the district of Balasore but no serious disturbance occurred : at Chandreswar *mela* a large crowd demanded the release of the arrested volunteers, and a *lathi* charge had to be made at one point to restore order. On account of its accessibility to agitators from Bengal and of the French enclave which provides a convenient asylum to the Congress agents inside the town, Balasore continued to be a scene of trouble for some time. Another place which maintained its reputation for lawlessness was Barhi in the district of Monghyr, where a local inhabitant who had purchased the attached property of Congress convicts was waylaid by a mob and received many injuries. In June, it was found necessary to post additional police in the village.

A typical example of how the glorification of lawlessness by the Congress afforded the local *badmashes* an increased opportunity for crime is found in an incident that took place on the 17th April at Kulharia fair in the Durgaoti police-station of the district of Shahabad. The assistant sub-inspector, who had only a small number of *chaukidars* and *daffadars* with him, arrested two volunteers and started off with the accused for the police-station. The professional *badmashes* of the locality at once incited the crowd which threw dust and brickbats at the police injuring some of the party and ultimately rescued the volunteers. The assistant sub-inspector was forced to take refuge in a shelter at a railway level crossing. The crowd set fire to the police camp in the *mela* and under the cover of the disturbance so raised, the bad characters looted the shops. The looting ceased when the sub-inspector arrived and fired two shots as a result of which the crowd dispersed. No one was injured and the mischief-makers were caught and prosecuted.

In May the circulation of leaflets began to decrease mainly because the police were successfully detecting the sources of circulation. Cases of flag-hoisting grew rare and in many places there was no picketing at all. Efforts were made to organize a boycott of the post offices and the railways but without success. The contents of post boxes were damaged or destroyed at Muzaffarpur, Aurangabad, Begusarai, and one or two other places, acid, fire or methylated spirit having been dropped through the letter-hole. Post offices were occasionally picketed. In the Hajipur subdivision, the week was celebrated by cutting the telegraph wires in four places. But this was all and the ' Postal Week ' never became a serious nuisance in this province.

The 24th of May was fixed for reading out and confirming the " Delhi Congress " resolutions; and in most places a few unimportant workers made attempts to hold meetings or carry out processions and read the resolutions, but were frustrated by the police before they could attract public attention. At about this time a few Congress workers directed their energies towards the " Buy Indian " movement started by Pandit Malaviya; and in some places meetings were held at which audiences were urged to encourage indigenous industries.

The decline in Congress activity was arrested to some extent in June when the hope of the release of the political prisoners in jail and the vague expectation that the Ordinances would not be renewed urged the volunteers to fresh effort. Intensive picketing was restored in Muzaffarpur and Bhagalpur the picketers mostly being drafted from outside. The paucity of volunteers made it necessary to organize a force of juveniles which was rather aptly called the " Vanar Sena " (or the army of monkeys). Most of them were bazaar vagrants specially hired to commit offences and swell the number of prisoners in jail and gave considerable trouble to the jail authorities. Considering their age and the fact that they were mere tools in the hands of others, Government ordered the release of all such offenders who were not more than seventeen years of age and who had been in jail for one month or more. In spite of the posting of additional police at Barhi, a prisoner was rescued on 9th June from a party of police in a neighbouring village and the police was assaulted. On the 14th of June a gang of local *badmashes* and congressmen were responsible for a dacoity in the post office at Sabour in the district of Bhagalpur. The outer door was forced open and the postmaster was assaulted but thanks to the courage of his wife, the dacoits made a hurried retreat without being able to open the safe.

In the second fortnight of June the released Congress workers succeeded in creating trouble in two places in the district of Palamau. At Bhandaria, a mob of *Kherwars* attempted to recapture the local Congress office which had been seized. The place is very inaccessible from headquarters and by the time the police reinforcements arrived, the crowd had dispersed. A few days later, a party of police and chaukidars who had gone to arrest Congress agitators in a village near the border of the Mirzapur district of the United Provinces were assaulted and confined by a mob. The situation might have become very serious but for the timely assistance given by a local zamindar, the Bhaiya Sahib of Untari, who arrived in the evening with a small force and rescued them. The credulous residents of these villages, who are mostly aboriginals, had been persuaded to believe that the police were powerless and that with the advent of *Swaraj* there would be no more rent to pay or *begari* to render.

Special efforts were made by the All-India Congress Committee to make successful demonstrations on the 4th of July when the Special Powers Ordinances were due to lapse. A few batches of volunteers appeared at various places carrying flags and shouting their slogans and a number of arrests had to be made. A *hartal* was observed at Bettiah. In the Saran district a Congress volunteer was arrested in the act of cutting telegraph wires. The arrival of the Subdivisional Officer with a small force prevented a large crowd from creating trouble at Teghra in the district of Monghyr. At Cuttack, an attempt was made to hold a meeting and a few shops were closed by way of *hartal*. The conspicuous feature of these proceedings all over the province, however, was the lack of public response. There were no demonstrations in more than one district; and the attempts made in the others were, more or less, farcical.

With growing public apathy staring them in the face, the leaders of the movement were hard put to it to discover new forms of propaganda which might engage public attention. The next item on the programme, therefore, was more spectacular. It was decided to recapture the *ashrams* which the Government had already seized, and feeble and unsuccessful attempts were made in the districts of Champaran, Purnea, Balasore, Monghyr and Palamau to carry this into effect. The raids on the *Sadaqat Ashram* at Patna, however, though equally unsuccessful, were more persistent and better organized. " Storm troops " were drafted from almost all the districts of Bihar where they were secretly enlisted. For a few days, volunteers continued to " march " on the *ashram* in

small batches; but adequate police arrangement had already been made, and they were arrested before they could get anywhere near their objective. The return of the local " dictator " from jail, led to a mild revival of activity in Orissa. A " War Council " was formed. On the 10th of July, they addressed an ultimatum to the District Magistrate of Cuttack informing him that they had decided " to take the offensive in the war and bring the fight to a glorious victory for the nation ". Next day a few volunteers raided the district *cutchery* before the courts had opened. They sat on chairs on the *dais* in an empty court room, shouting the usual slogans, and tore a few forms and a *punkha* frill before they could be arrested. A week later, another raiding party rushed into the court of the District Magistrate and asked him to make over the charge of administration to them. A few days later, a similar incident occurred in the court of the Subdivisional Officer at Bargarh in the district of Sambalpur. The Congress *ashram* at Cuttack did not escape attention and twice the volunteers who had occupied it and refused to leave had to be ejected by force.

The attacks on *ashrams* in Cuttack and Balasore continued on a small scale even after the end of July; but the main programme for August was an intensive picketing of excise shops. It never went beyond sporadic and, in most cases, negligible efforts. The only incident worth mention in this month occurred at Bargarh where four volunteers who were picketing an excise shop were arrested and taken to the police-station. They were followed by a large crowd which jeered at the police and threatened to assault them. They disobeyed the Magistrate's order to disperse; and two *lathi* charges had to be made.

The main topic of interest in the latter half of July and in August, however, was the failure of the monsoon which threatened the crops, particularly in Bihar; and there were indications that the people of the province were getting tired of the constant agitation advocated by the Congress. At Colgong in the district of Bhagalpur the residents themselves removed a Congress flag which volunteers had hoisted over the middle English school. A still more significant incident occurred in a village in the Champaran district where a party of fifty volunteers when attempting to pass through the village, was driven out by the villagers, both Hindu and Muhammadan.

On the 3rd of September elaborate arrangements were made to hold the Provincial Congress Conference at Gaya; ten thousand persons were to attend and resolutions specially prepared for the

occasion were to be read out. Actually there was a short-lived procession of about thirty or forty men who attempted to read the resolutions but were arrested before they could do so. Attempts to hold similar conferences at Laheriaserai and at Sarsi in the district of Purnea later in the month similarly proved abortive. No less than ten trains were stopped by pulling the communication cord between the 1st and 3rd of September and some volunteers courted arrest by displaying placards saying " We are going to Gaya to attend the Conference ". From the middle of September, however, ordinary Congress activities were eclipsed by the excitement caused by Mr. Gandhi's decision to fast to death as a protest against the decision of His Majesty's Government providing separate electorates for the depressed classes. But before describing the political reactions of the fast, it would be better to mention one or two preceding events.

The first was the publication on the 3rd of June of the report of the Franchise Committee which had visited the province in the beginning of the year. Its proposals provided for an increase in the number of voters in the provincial electorate from 3.7 lakhs to 35 lakhs or by about ten times. The proposed number of voters would form about ten per cent of the entire population of the province and included 3.5 lakhs women voters. The census figures of 1931 show that roughly speaking the male and female population of the province is equal and in every two males or females, one is an adult, above twenty years of age. The proposals of the Committee would therefore enfranchise about 40 per cent of the male adult population and 4 per cent of the female adult population. No reasonable person can deny the great advance thus proposed; but the Congress workers who had been advocating adult suffrage condemned the report. There was little comment from other sections of the population. The interest was mainly focussed on the awaited announcement of the Prime Minister's communal award, which was published on the 17th of August. Of the 175 seats of the future legislature of Bihar and Orissa, 99 were allotted to the Hindus, 42 to the Muhammadans, 8 to the representatives of backward areas, 5 to the landholders, 14 to special interests like labour, commerce, universities, the Indian Christians, Anglo-Indian and European communities and 7 seats to the depressed classes. It will be remembered that in spite of constant efforts, the Indian politicians had not been able to come to an agreement which would satisfy the different communities, and at the second Round Table Conference even Mr. Gandhi had found it impossible to solve the problem. It was, however, clear that no constitutional reform could be introduced with any hope of success until some sort of

settlement had been made and the British Government were left with no other alternative than to give a decision themselves. In these circumstances the communal award could hardly be expected to satisfy all the communities. In fact, as no community could get exactly what they wanted, there was reason for more widespread dissatisfaction than was actually aroused by the announcement. On the whole the Hindus condemned it because they considered that their interests had been sacrificed to those of the Muhammadans; while the latter maintained an attitude of sullen acquiescence—they would have preferred more, and some of them asked for more, but were, generally speaking, not dissatisfied with the share allotted to them. The Congress and Hindu newspapers made trenchant criticisms and with many a quotation of " Divide and rule " and other similar maxims, accused the Government of designing to perpetuate communal dissensions. They conveniently overlooked the fact that the path to come to an agreement still lay open before the communities, as it had done for so long in the past. Responsible leaders of both communities gave the advice that the award should be accepted and worked until the communities could agree on a better solution.

Just when public interest in the communal award was about to decline, Mr. Gandhi announced his intention to fast to death unless the method of representation provided for the depressed classes was altered. To Mr. Gandhi the grant of separate electorates to the depressed classes amounted to the disruption of the Hindu community as a whole and the provision that their special constituencies would be automatically abolished after 20 years made no difference. The immediate effect of his melodramatic announcement was a feverish campaign to save Mr. Gandhi's life and to canvass for joint electorates for the caste Hindus and the depressed classes. To a smaller extent activity was directed against the latter's social and religious disabilities. After Mr. Gandhi had fasted for five days the " Poona Pact " was signed. The depressed classes in Bihar and Orissa were given eighteen seats instead of seven, election to which was to be through joint electorates subject to a system of primary election under which the depressed class voters in each constituency would form an electoral college which would elect a panel of four candidates who would stand for the secondary election by the general electorate. The prompt acceptance by His Majesty's Government of the settlement reached at Poona gave general satisfaction.

But, while Mr. Gandhi succeeded, at least technically, in his political objective, viz. the elimination of the separate electorates

for the depressed classes, his hopes of removing their social and religious disabilities did not result in material achievement. During the fast and for a few weeks after it was over, ordinary Congress activities were held in abeyance and efforts were directed against untouchability. Meetings were held all over the province urging the removal of this social evil. In many places the depressed classes were admitted to temples and allowed the use of public wells; in some places they were publicly embraced or allowed to sit close to the higher castes and branches of the Anti-Un-touchability League were formed in a number of districts. However, the efforts were not sustained for any length of time. The conservative forces began to organize themselves and it was soon evident that Mr. Gandhi's attempt to force the pace of social progress had aroused considerable resentment amongst the orthodox Hindus. The authorities of the important temples at Puri, Gaya and Deoghar made it clear that they were not prepared to admit the depressed classes. In some places the priests anticipating their entrance, locked the temples against them; in others the temples were purified subsequently after the untouchables had been admitted into them. In one place a Brahmin went so far as to declare in a public meeting that, if Mr. Gandhi wanted to die, he should be allowed to do so. During the subsequent months, sporadic activity both for and against the removal of untouchability continued; but it cannot be said that Mr. Gandhi's fast besides having given a useful impetus to a tendency already slowly taking shape, resulted in any definite betterment of the lot of the untouchables.

The success of the negotiations between the caste Hindus and the depressed classes at Poona urged the Hindu leaders to make fresh efforts to arrive at a settlement with the other minority communities; and after preliminary conversations at Bombay, a "Unity" Conference of all parties was held at Allahabad during the first fortnight of November. The discussions lasted for twelve days and on certain points agreement was reached but the Muslim organizations as well as the Hindu Mahasabha promptly disclaimed it. Neither the conference of November nor the resumed discussions of December evoked the confidence or support of the Muhammadans of this province and none of the prominent leaders of the community in Bihar attended.

From October onwards, the Congress activities continued to decline. The declaration by the Secretary of State in the House of Commons, that, judged from the declining number of civil disobedience prisoners, the movement was on the wane, spurred some of the workers to attempt a revival in November. Picketing

and small processions mostly consisting of small boys were noticed in a good many districts, and in some districts fresh Congress bulletins and news sheets made their appearance. The threat of again filling the jails with volunteers, however, was never realized. An attempt to rehabilitate the Congress in the beginning of 1933 was frustrated by the arrest of the provincial dictator. The celebrations of January 4th, the anniversary of Mr. Gandhi's arrest, were nowhere serious, except at Barhi where a Congress procession did not disperse until a *lathi* charge had been made. The celebration of Independence Day on 26th January was generally a tame affair. Numerous arrests, particularly in the districts of Patna, Bhagalpur, Monghyr, Gaya and Champaran, were made but a large percentage of those arrested were never prosecuted. There was no observance at all in many places on Tarapur Day and the proposed Congress session at Calcutta did not attract much notice. A significant feature of the activities of these few months was the unwillingness of the prominent Congress workers to court imprisonment. The workers who found their way into the jails were for the most part men whom the Congress could no longer afford to feed or clothe. These men found an easy way out of their difficulties by resorting to acts which would lead to the jail where they could be sure of a wholesome meal twice a day. In one or two places the volunteers openly admitted that they would abandon Congress activity if they could secure a living.

The second half of the year under report was also notable for the consistent growth of support for Government policy in dealing with the Congress. In November the Legislative Assembly passed into law what was commonly known as the " Ordinance Bill ", and thereby recognized the inevitable harm which a subversive movement must cause to the country and the need of strengthening Government's hands to combat it. The same thing occurred when the Government of the province came before the Bihar and Orissa Legislative Council with the Public Safety Bill which was meant to supplement the provisions of the all-India Act to suit local conditions. The speakers in the Council were quite clear in their disapproval of the civil disobedience movement and the Bill was passed into law by a large majority.

Another reaction to the policy of the Congress was the formation at Ranchi in September of the Bihar United Party. Its object was to rally under one organization the moderate public opinion in the province and to consolidate it and prepare it for inaugurating the new constitution successfully. The party hoped to develop the common interests of the landlords and the tenants

and to reconcile their existing differences. The leading public men of both communities welcomed the organization. Through the efforts of this party the Bihar and Orissa Tenancy (Amendment) Bill embodying the agreements reached by the representatives of the landlords and the tenants under the auspices of the party was introduced in the winter session of the Legislative Council. It is, indeed, yet too early to estimate the proper value of the organization; but it is significant that even before the party had completed six months of its life, its opponents had started rival organizations under the name of " Kisan Sabhas " whose main object was to repudiate the above-mentioned Tenancy Amendment Bill.

The proposals of His Majesty's Government for Indian Constitutional Reform, commonly known as the White Paper, were published towards the middle of March and were hailed by a chorus of criticism from different quarters. The Legislative Council adopted a resolution describing the proposals as on the whole unsatisfactory and unacceptable unless substantial modifications were introduced. The main objects of attack were the proposed " safeguards ", the special powers of the Governor and the fact that it would no longer be impossible for a member of the Indian Civil Service to become Chief Justice of a High Court. The Council also passed a resolution expressing disappointment at the proposed boundaries of the new Orissa province. Earlier in the year was published the report of the O'Donnell Committee which had been appointed by the Government of India to investigate the financial aspects of setting up a separate Orissa province and to suggest the boundaries which the new province should follow in the event of separation. The majority of the Committee differing from the Chairman, had recommended the inclusion of the Parlakimedi estate in the new province. So when the proposed boundaries announced on the 18th of March were found to exclude Parlakimedi, the Government were criticized for having given undue weight to the opinion of the Chairman.

Terrorist crime.

The outstanding terrorist crime of the year was the murder in November at Bettiah of Phanindra Nath Ghosh, the approver in the Lahore Conspiracy murder case. The assailants attacked him with a knife while he was sitting at a shop and also wounded fatally a shopkeeper who was talking with him at the time. In January 1933, a revolutionary conspiracy was unearthed at Gaya and towards the end of the year under report the arrest of some revolutionaries in Calcutta led to the discovery of an inter-provincial revolutionary party which was found to be in possession of bombs and seditious literature. No

law-abiding citizen or responsible Government can look upon the growth of terrorism with equanimity and it is one of the satisfactory features of the situation that these dastardly and purposeless crimes now arouse resentment amongst the public.

Relations between Hindus and Muhammadans.

It will be for the historian of the future to place the results of the civil disobedience movement in their true perspective; but it can be safely said here that one of its most harmful effects has been to widen the gulf between the two most important communities in India. The Muhammadans as a community never approved of the movement, and Congress persistence in it in spite of Muhammadan disapproval only roused the suspicions of the latter. Mr. Gandhi's failure to solve the problem of communal representation did no good to the cause of communal unity and the Bombay riots clearly indicated the extent to which communal frenzy could be roused even in petty affairs. Fortunately, these riots had no repercussions in this province; but the feelings between the communities were strained and religious festivals and processions were a constant source of anxiety to the police and local officers. Thanks to their vigilance and tact, however, there were very few outbreaks of violence. The most serious communal riot took place at Khaira in the district of Patna. Trouble was apprehended during the *Bakr-Id* and a magistrate and a police force were deputed to the place during the festival, which passed off peacefully. Soon after they had withdrawn, however, a quarrel at a shop resulted in rioting between the communities. Six persons received injuries as a result of which two died. There was a petty riot at Warisnagar in the district of Darbhanga in which two Muhammadans were slightly injured, and the presence of the police prevented the communities from coming to blows on two occasions in Gaya. Strained feelings were reported from several places in the districts of Hazaribagh, Manbhum and Purnea in May, but the *Muharram* passed off peacefully, except for an attack on the processions by Hindus at Warsaliganj in Gaya. In September, a Hindu's cow grazing a Muhammadan's field led to another communal riot at Warisnagar in the district of Darbhanga and *Mahabiri* processions caused grave concern to the authorities in Saran and Muzaffarpur districts. In October, the elopement and conversion to Hinduism of the wife of a Muhammadan all but caused a riot at Monghyr and trouble over a Hindu procession was averted at Jamalpur only by the presence of a detachment of the local Auxiliary Force. Towards the end of the year trouble was threatened at Rajgir in connection with the use of a flight of steps leading to the bathing *kunds* which have been the subject of prolonged litigation between the two

communities. The presence of mind of the Assistant Superintendent of Police who disarmed the Hindus as they arrived, prevented what might have developed into a very serious disturbance.

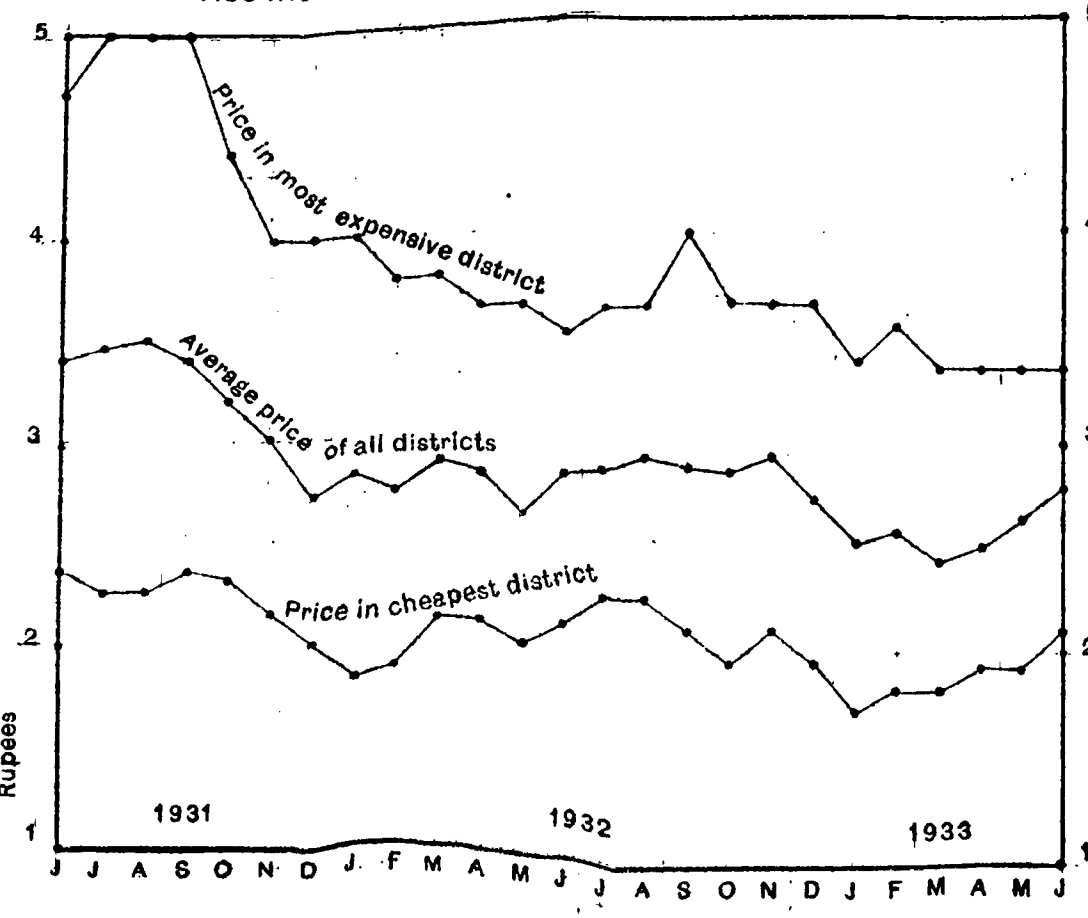
Labour.

In a latter part of the chapter it will be shown that industrial labour, generally speaking, was not so badly off during the year because the reduction in their wages was less than the reduction in the cost of living. This appears to have been appreciated, even if vaguely, by the workmen who in spite of vigorous propaganda by the agitators caused no trouble. A number of meetings were held at different places at which the urgency of a general strike was urged upon the workmen of the Bengal-Nagpur Railway. They were told that workers on six railways had already voted for a general strike; but the strike never materialized. On the 20th of June the miners of Jamadoba Colliery went on strike as a protest against a cut in wages. The management closed down the colliery for an indefinite period; but the work was resumed after a month when the workmen agreed to accept the reduced rates. This was the only strike of the year under report, except for a three-day strike in March by the sweepers at Tata's Iron Workshops at Jamshedpur to protest against the change in the hours of work and the conduct of the supervising staff. The work was resumed when the grievances had been looked into.

The Press.

So far as the press is concerned, the year under report did not present many interesting features. Three newspapers and two presses, which published objectionable matter inciting people to violence and disregard of public authority, had ceased publication early in 1932 when they refused to furnish security demanded from them under the Press Act. The general tone of those that continued publication was moderate. The re-introduction of the Ordinances was condemned by the greater part of the vernacular press and the Prime Minister's communal award was characterized as unjust. On the other hand some newspapers openly deprecated the revival of the civil disobedience movement and one of them thought the condemnation of the communal award " very abominable ". The untouchability campaign aroused surprisingly little interest, while comments on foreign politics were usually vague and ill-informed. For the most part, attention was confined to matters of local interest, and the municipal elections, held during the year, provided a suitable opportunity for justifiable criticisms of the working of some municipalities. Several papers commented on the economic situation,

Diagram showing the price in rupees of one standard maund of comm
rice month by month from June 1931 to June 1933.



and the successful balancing of the budget was favourably noticed. Some newspapers with a strong communal outlook exhibited an unfortunate tendency to make unscrupulous and unwarranted attacks on the local Indian officers, not belonging to their community.

Economic situation.

The main feature of the year under report was the continuance of " the economic depression ". The subsequent narrative—in which these three words will be found to occur with monotonous frequency—will show to what extent the financial stringency resulting from the depressed conditions of trade restricted the beneficent activities of the various departments of Government. The agriculturists, who form the bulk of the population of the province, were no better off than in the previous year. The rainfall was generally inadequate and irregular, and weather conditions were unfavourable. Except in Angul, the three coastal districts of Orissa, Singhbhum, and the Santal Parganas, the crops were on the whole unsatisfactory. Towards the end of the year heavy damage was caused to *rabi* crops by frost and hailstorm in most of the Bihar districts where these crops are most valuable; and the dullness of the lac market adversely affected the agriculturists of Chota Nagpur. Except in the case of wheat the prices of agricultural produce continued to fall and the shortage of money resulting therefrom made it difficult for the cultivator to meet his obligations. The general incidence of rent in this province, however, is low and there was no acute economic distress among the tenants. The price of land, which is the only security which the agriculturist can offer against his borrowings, has gone down considerably during the last three years; rural indebtedness, therefore, did not increase to the same extent as it might have otherwise done. Rice, which is the staple food crop all over the province, continued to be cheap and plentiful and the corresponding fall in the prices of other necessities of life such as cloth, kerosine oil, etc., made it possible for the man of average means to maintain his standard of living. The year was free from high floods or other serious natural calamity. Another relieving feature of the situation was the rapid development of the white sugar industry in North Bihar and to some extent in South Bihar. In those areas where sugar factories have been established the cane-growers found a ready market for their produce and a crore-worth of sugarcane is believed to have been sold to the factories for cash.

The diagram on the opposite page represents graphically the fluctuations in the price of rice during the years 1931 to 1933. The top line shows the prices prevailing in the most expensive district; the bottom line, those in the cheapest district; and the middle line, the average prices of all the districts of the province taken together.

Due to the lack of organized marketing and, to some extent, to the difficulties of communication, the prices prevailing in different districts differ; but people, it would appear, can no longer afford to ignore these differences and the diagram indicates that the highest and the lowest prices are approximating more and more to the average price all over the province.

Owing to the general contraction of employment, there was a fall in the local demand for labour as well as in the number of emigrants who used to go outside the province to seek remunerative employment. A large number of labourers from outside who, in ordinary years, used to find employment in the district of Purnea, had to return to their houses because of the slump in tobacco and jute and in Hazaribagh and Manbhum, the depression in the coal, mica and lac industries threw many men out of work. The failure of rains in the Tirhut Division in August and September caused acute distress amongst the agricultural labourers. Relief was given to them by the opening of test works by the Bettiah Wards Estate and the district board of Darbhanga. Wages were generally low; but the industrial labour in Singhbhum was on the whole much better off. At Jamshedpur which, usually, is the most expensive place in the province, the index figure of the cost of living stood at 189 in 1929-30. During the year under report it had fallen to 124, the normal pre-war figure for Jamshedpur being 111. But, while the cost of living has fallen by more than 34 per cent during the years of depression, the wages of the workmen have fallen by much less.

With the close of the year under report, the economic depression has lasted for about three years and it would be rash to venture an opinion as to how much longer it will continue.

CHAPTER II.

Finance.

Financial position of Bihar and Orissa.

One of the important results of the economic depression has been to demonstrate clearly the absolute inadequacy of the financial resources which are available to this province under the financial settlement prescribed by the Government of India Act of 1919. The three main sources of provincial revenue are land revenue, excise and stamps. In four out of the five divisions of the province land revenue is permanently fixed at a rate which bears no relation to the actual value of the land. The reason for this is historical. At the time when the Permanent Settlement was concluded Bihar had not been fully developed and Chota Nagpur was an unknown wilderness. So far as land revenue is concerned, therefore, Bihar and Orissa is much worse off than other permanently-settled areas. Bengal receives more than double the amount which Bihar gets for a much larger area. A comparison with the temporarily-settled provinces is even more striking. It has been calculated that if there had been no permanent settlement and had the lands been resettled from time to time on the system prevailing in the United Provinces, the income of the province from land revenue would have been not less than two crores more than is now payable. This does not include the revenue which the province might have derived from its immense mineral wealth. Following a decision of the Secretary of State, the Government of Bihar and Orissa do not assert any claim on mineral rights in permanently-settled states and therefore, although the province produces seventy per cent of the coal and mica and ninety per cent of the iron ore in India, the revenues of the province derive no benefit from this source.

At the end of 1921-22 the ordinary revenue stood at Rs. 154 lakhs. Ordinary revenue received during the year 1931-32 amounted to Rs. 161 lakhs. The improvement is almost wholly accounted for by the increase resulting from the re-settlement of land revenue recently concluded in Orissa, which is the only

large temporarily-settled area in the province. There is now no hope of any expansion of this source of revenue during the next thirty years for which the new assessment will remain in force.

From the provincial point of view the revenue from excise was even more important than the land revenue. Not only did it form a large percentage of the total revenues of the province but it was also capable of marked expansion. In 1921-22 the excise revenue stood at Rs. 123½ lakhs. Within two years it had increased to Rs. 183½ lakhs and from 1925-26 to 1927-28 remained at an average figure of Rs. 197 lakhs. It was mainly from this source that it was found possible to finance the progress that the province was able to show up to the year 1930. Then came the present economic depression and the ill-conceived civil disobedience movement. The unfortunate consequences which these two factors had on the excise administration of the province have been described in a later chapter. Suffice it to say here that the revenue from excise went down with a crash. In 1930-31 it was Rs. 142 lakhs as against Rs. 197½ lakhs in 1926-27 and Rs. 191 lakhs in 1929-30. It fell to Rs. 122 lakhs in 1931-32 and in 1932-33 it stood only at Rs. 120 lakhs which was Rs. 3½ lakhs lower than the original figure of 1921-22. So long as the low level of prices continues there is no reason to expect any substantial improvement from this source. Even before the present economic depression set in, it was recognized that the maximum height to which the revenue from excise could rise had already been reached; it is, therefore, clear that even if the prices rose to the pre-slump level—a remote possibility indeed—the income from excise cannot increase beyond a certain limit.

Of the other sources of revenue stamps account for about 20 per cent of the total revenue and registration fees for about 2.5 per cent. The scale of court-fees was raised in 1922 and during the period of high prices there was increase in litigation. The income from stamps consequently rose until 1929-30 when it was Rs. 111 lakhs as against Rs. 87 lakhs in 1921-22. The revenue from both these sources, however, was capable of limited expansion only. During the last three years, it has shown a continuous decline. Nor is there any reason to expect substantial improvement in the revenue from any of the other minor heads. This state of affairs was anticipated by the Meston Committee in 1920. They described the local Government of Bihar and Orissa as " quite the poorest in India " and recognized that " there is a wholly abnormal want of elasticity about its revenues ". The following table will clearly show that the revenue and expenditure per head in this province is only about two-thirds of that of any

other province and not much more than one-fifth of that of Bombay :—

Province.	Population in millions according to the census of 1931.	Revenue in crores of rupees (excluding extraordinary receipt) according to the budget estimate of 1932-33.	Revenue per mille.	Expenditure per mille.
1	2	3	4	5
			Rs.	Rs.
Bihar and Orissa ..	37·7	5·00	1,326	1,324
Madras	46·7	16·89*	3,617	3,482
Bombay	21·9	14·19	6,479	6,886
Bengal	50·1	9·49	1,896	2,222
United Provinces ..	48·4	11·02	2,254	2,395
Punjab	23·6	10·38	4,398	4,178
Central Provinces ..	15·5	4·93	3,181	3,155
Assam	8·6	2·25	2,616	2,802

*According to the revised estimates of 1932-33.

The low standard of expenditure in this province can be best illustrated by the following comparison. The actual budget provision in Bihar and Orissa for the year 1930-31 under the heads Police, Education, Medical, Public Health, Agriculture and Industries was Rs. 2½ crores. The average expenditure under these heads in the ten years ending 1930-31 in the United Provinces, the Punjab, the Central Provinces and Assam if calculated per head of the population and applied to the population of Bihar and Orissa would amount to just over Rs. 4 crores. Except the inadequacy of the sources of revenue allocated to this province, there is no reason, historical or local, why the expenditure on these departments should be lower in this province than in any of the above-mentioned provinces. The Statutory Commission recognized the necessity for rectifying this inequality; and Lord Eustace Percy's Committee, after a careful enquiry into the finances of the province, came to the conclusion that Bihar and Orissa could not maintain, without the addition of about Rs. 70

lakhs, the standards of expenditure which prevailed in 1929-30. These standards, as has already been explained, were far below those obtaining in the neighbouring provinces.

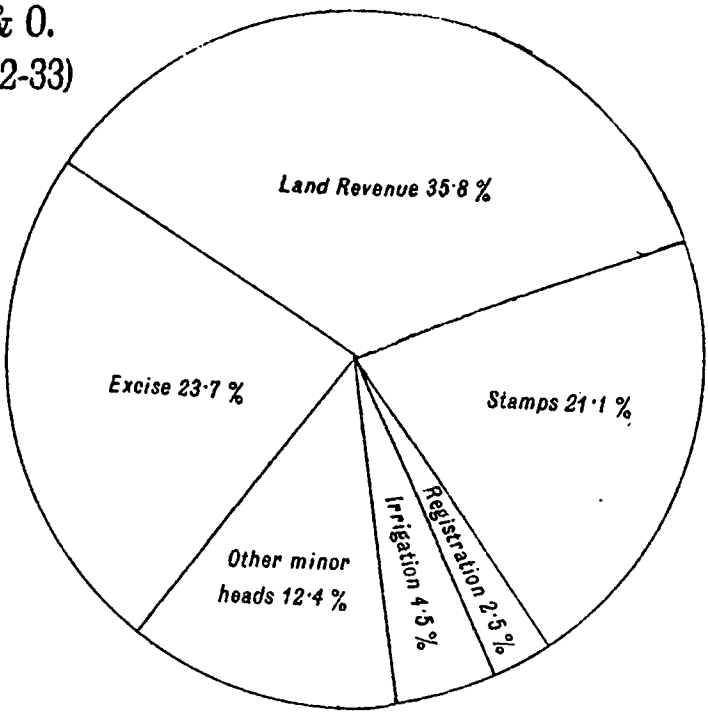
Discussion of position in the Legislative Council.

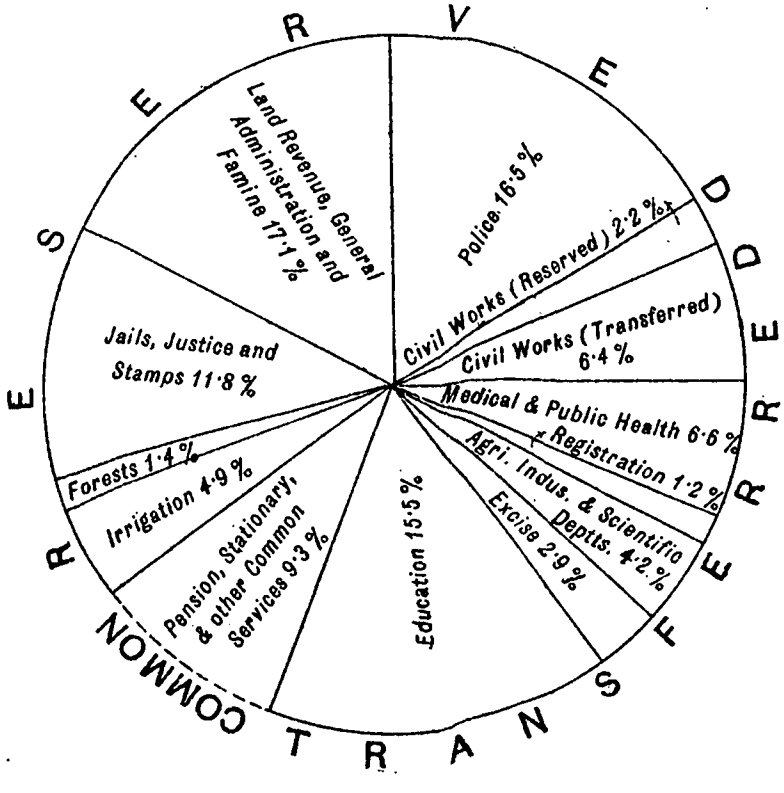
The inadequacy of the financial resources of the province was discussed in the Legislative Council on two occasions. The first resolution, following the proposal of the first Federal Finance Committee, expressed the view that provincial autonomy could not succeed in this province unless Bihar and Orissa was exempted from contributing to the Central Government the proceeds accruing from income taxation. On the second occasion it was suggested that in any future financial settlement between the central and provincial Governments the share of the proceeds of income-tax proposed to be allocated to the provinces should be distributed on the basis of population as far as possible, and that a large element of indirect taxation, which can be distributed on the basis of population, should also be allocated to the provinces. Both the resolutions originated from the non-official side and were passed unanimously. There was complete unanimity among all sections of the house on the main point, i.e. the need for substantial additions to the present financial resources of the province.

The budget of 1932-33.

The revised estimates of 1931-32 showed that the total receipts were likely to be Rs. 546½ lakhs and the total expenditure Rs. 601 lakhs. The total deficit on the year worked out at Rs. 54½ lakhs which was Rs. 34 lakhs worse than the budget estimates for the year. The closing balance was reduced to Rs. 27.89 lakhs. By this time the nature of the prevailing economic depression was better understood. The expectation of an improvement in the latter half of the year 1931-32 had been falsified and no prospect of recovery was within sight. It was assumed, and later developments justified this assumption, that the general conditions in 1932-33, if no better, would not be worse than they were in 1931-32. The budget estimates for 1932-33, therefore, closely followed the revised estimates of 1931-32. The revenue was put at just over Rs. 5 crores. If a balanced budget was to be obtained, the expenditure charged to revenue was to be cut down to less than that figure. The difficulty of the task can be estimated from the fact that the total expenditure charged to revenue in 1930-31 stood at just over Rs. 6 crores. More than half of this expenditure consisted of salaries and allowances, and the only savings which were feasible under this head were derived from the 10 per cent cut in pay and a very small reduction in staff. Not more than Rs. 25

Revenue in B. & O.
(Actuals for 1932-33)




RESERVED
Land Revenue, General Administration and Famine 17·1 %
Police 16·5 %
Civil Works (Reserved) 2·2 %
Civil Works (Transferred) 6·4 %
Medical & Public Health 6·6 %
Registration 1·2 %
Agri. Indus. & Scientific Deptts. 4·2 %
Excise 2·9 %
Education 15·5 %
Pension, Stationary, & other Common Services 9·3 %
Irrigation 4·9 %
Forests 1·4 %
Jails, Justice and Stamps 11·8 %
TRANSFERRED
COMMON

Expenditure in B. & O.
(Actuals for 1932-33)

lakhs were saved by this means. Consequently the reduction in items other than pay and allowances amounted to Rs. 75 lakhs or 25 per cent of the previous standard of expenditure. How this seemingly impossible result was actually achieved need not be described here. The appointment of the non-official retrenchment committee, their recommendations, Government orders thereon and the circumstances which finally compelled the Government to curtail some of its most useful activities, were dealt with in detail in this review last year. The exact words used by the Finance Member in introducing the budget of 1932-33 might be quoted here with advantage : " The sacrifices which we have made to attain a balanced budget are very great indeed. We have not made as much fuss as some other Governments over our retrenchments : we are a poor province and chronic penury has left very little margin to sacrifice in a time of crisis. A reduction of Rs. 1 crore—one-sixth of the expenditure—is no mean result."

Financial developments during the year.

Difficult as was the task of framing a balanced budget, still more difficult was it to ensure that the expenditure should be limited to the estimated figure. Thanks, however, to the practical nature of the retrenchment proposals and the unfailing spirit of economy in which all the officers in whose hands the control of expenditure rested, worked throughout the year, the revised figures for 1932-33 showed close correspondence with the budget estimates. Actually, the budget worked better than was expected. Chiefly due to the curtailment of expenditure in 1931-32 and to the non-payment of Rs. 4 lakhs provided for a loan to the Co-operative Bank, the year 1932-33 opened with a balance of Rs. 42,55 instead of the estimate figure of Rs. 27,89. The total revenue increased from Rs. 500 lakhs to Rs. 505¾ lakhs. The main item in the increase was the sum of Rs. 3,19 obtained from the additional duty on foreign salt which the Government of India decided to continue. Revenue under excise and stamps showed increases of about Rs. 1½ lakhs while there were increases of Rs. 3,14 under Irrigation works for which Capital accounts are kept and Rs. 1,23 under Industries. These were, however, offset by the fall of Rs. 1,61 in the taxes on income, Rs. 1,10 in the registration fees and smaller decreases under miscellaneous and other heads. The expenditure charged to revenue increased by about Rs. 4 lakhs under Jails, by Rs. 2,75 under Pensions, Rs. 1,88 under Irrigation and Rs. 1,81 under Civil Works and decreased by Rs. 2,19 under Police, Rs. 1,05 under Industries and by small amounts under most of the remaining heads of expenditure. Under the capital heads the receipts improved by Rs. 4,31 on account of the payment of arrear petrol tax and the expenditure

decreased by Rs. 5,43. The year 1932-33, therefore, closed with a balance of Rs. 56,69 consisting of Rs. 33,40 of the Famine Relief Fund, Rs. 5,59 of the subventions from Central Road Development Fund and Rs. 10 of the unspent grant from the Council of Agricultural Research. The ordinary balance was Rs. 17,60.

Another difficult year was thus tided over. But when the budget of 1933-34 was being framed, it was found that the retrenchments effected during the year could not be continued for any length of time and in spite of the fact that the financial crisis still existed, it was found necessary to provide in the budget for further expenditure of nearly Rs. 20 lakhs. The advent of the new reforms would further increase the cost of administration; and public opinion in the province would demand, more and more, improvement in the low standard of expenditure on education, public health and medical relief. Unless reasonable resources are available for these purposes, it is impossible to expect stable ministries; nor would the legislature be willing to increase the burden of taxation, if they believed that the distribution of the existing sources of revenue was unfair. The needs of the province are the needs of a population of 38 million people and unless full weight is given to this outstanding fact, no satisfactory financial settlement can be arrived at.

The White Paper proposals.

The financial proposals contained in the White Paper would meet these considerations to a large extent. The province would get a compulsory share in the net revenue from the taxes on income and from the export duty on jute. On the most favourable assumption, i.e. that 75 per cent of the income-tax proceeds are allocated to the provinces after ten years and that half the duty on jute is assigned to the units where jute is grown, the maximum amount which would accrue to Bihar and Orissa under these two heads would be Rs. 80 lakhs and Rs. 15 lakhs respectively. For the first ten years after the inauguration of the new constitution, the revenue from income-tax will be much smaller, specially in view of the economic conditions prevailing in the country; nor would much assistance be derived from the surcharge on the tax on the present income of residents in the province, which the provincial legislatures would be empowered to impose. The maximum amount of revenue which would be derived from this source would be about Rs. 9½ lakhs; but in the case of Bihar and Orissa, there are special difficulties which render the imposition of any surcharge of the kind most improbable, as there are only 137 persons assessed to personal super-tax and more than half of the total receipts is derived from

three wealthy assessees only. Another source of revenue available to the province under the White Paper Scheme would be the terminal taxes on goods, if and when the Federal Legislature agrees to impose such a tax. It is hardly likely that the provinces who are more fortunate financially and who stand to gain a lot from the other sources of revenue would be willing to adopt this form of taxation. Unless, therefore, some provision is made in the statute which might enable any single province to move the Federal Legislature to impose this tax and to assign its proceeds to that province, it is doubtful if this provision would benefit Bihar and Orissa to any great extent.

From the provincial point of view, the most welcome feature of the financial settlement outlined in the White Paper is the assignment to the units of a share in the salt duty and in federal excises. The contribution of the residents of the province to direct taxation is small. On the other hand, the agricultural population of the province is extremely dense. Large portions of it have normally a standard of living which is not inferior to that of similar populations elsewhere in India. They make a very considerable contribution to the indirect taxes levied by the Central Government. Besides, experience in this country has shown that indirect taxation is a more elastic source of revenue than direct taxation. Therefore, the inclusion of an adequate amount of indirect taxation in the distribution will not only make the financial settlement more equitable, but will also provide that necessary element of elasticity which the present financial resources of the province lack so badly.

CHAPTER III.

The Legislature.

Sessions of the Council.

As usual two sessions of the Council were held during the year, one at Ranchi in August and September 1932 and the other at Patna in the months of January, February and March 1933. There were 31 meetings in all, of which 3 were devoted to the presentation and the general discussion of the budget, 9 to the voting of demands and 10 to the transaction of non-official business. The Hon'ble Babu Nirsu Narayan Sinha continued to be the President and Rai Bahadur Lakshmidhar Mahanty the Deputy President of the Council.

There were two by-elections to fill vacancies in the North Saran Non-Muhammadan Rural and the European Constituencies of the Legislative Council. In the former constituency the election was contested.

Legislative business.

Only two Bills were passed by the Legislative Council during the year under report. The Bihar and Orissa Local Self-Government Amendment Bill 1932 was passed in the August session. It makes a formal amendment to section 46 of the Bihar and Orissa Local Self-Government Act of 1885. More important was the Bihar and Orissa Public Safety Bill which was introduced and after some opposition referred to a Select Committee on 16th January 1933. Before the expiry of the Special Powers Ordinance in December 1932, the Government of India brought before the Legislative Assembly the Bill which was passed into law and became known as the Criminal Law Amendment Act of 1932. Only such of the provisions of the Special Powers Ordinance were embodied in this Act as the Government of India had found necessary for the country as a whole and it was left open to the provincial Governments, if they so considered it necessary, to undertake special legislation in their own Councils, and ask for additional powers to meet local conditions. Accordingly the Government of Bihar and Orissa introduced this Bill. They asked for special powers to control suspected persons, to secure reports of public meetings, to impose collective fine on certain

areas, to declare certain areas as notified areas and certain liabilities as notified liabilities and to prevent the use of mock funerals as a means of annoyance to the public. The most important objection to the Bill expressed in the Council was that no time-limit had been fixed for its operation and that a permanent measure of the kind was undesirable. The Select Committee limited the period of operation of the Bill for three years and made a few other changes where they thought that the provisions of the original Bill might possibly be abused. When the Bill was moved for consideration an attempt was made to delay it by asking for circulation for opinion. The motion was negatived without a division and amendments which were moved to all the important provisions of the Bill were thrown out by a majority of about 2 to 1. The unfortunate effects of the civil disobedience movement were recognized by all sections of the House and the speeches made in opposition to the Bill clearly indicated the willingness of the members of the Legislature to share the Government's responsibility in the maintenance of law and order.

In addition to the 2 Bills passed into law, as many as 9 other Bills were introduced in the Council during the year. Most important of these was the Bihar Tenancy Amendment Bill of 1933. This was first introduced on the 9th of February 1933 but was withdrawn later, a similar Bill in an improved form being introduced on the same day. For sometime past the need for improving the existing Bengal Tenancy Act as it applies to Bihar has been widely felt, and during the last ten years, both the Government as well as non-official members of the Legislature, have introduced Bills aimed at bringing about these much-needed changes. Their attempts, however, failed for want of agreement between the landlords and the tenants. The present Bill is backed by the Bihar United Party, which was formed in the autumn of 1932. Another important Bill, also introduced in the winter session and referred to a Select Committee, was the Bihar and Orissa Mussalman Wakf Bill, the object of which is to provide for the regulation and control of certain Mussalman charitable and religious endowments. The Wakf Committee, appointed by Government in the year 1927, pointed out some grave abuses in the management of charitable trusts and the Bill provides mainly for the establishment of a Wakf Board which would be able to secure a better administration for Wakf estates. A similar Bill was introduced by Government in 1930 but was subsequently withdrawn. Of the other Bills three aimed at the amendment of the Bihar and Orissa Local Self-Government Act. Bill no. 2 of 1933 aimed at introducing the

system of electing the President in district and local boards on the same lines as in municipalities. A motion for consideration of this Bill was negatived by the Council. Bill no. 5 of 1933 was withdrawn while the object of Bill no. 6 of 1933 was to enable a district board to impose a tax on carts plying on its roads and thereby to raise funds to improve the condition of such roads. The Chota Nagpur Tenure-holders' Rent Account Amendment Bill sought to enlarge the scope of the Rent Account Act of 1929 and to provide separate accounts for the part owners of tenures. Government considered that the proposal would deprive the landlord of his security by subdivision of tenures and by removing the joint liability of co-partners for the rent of the whole tenure. It would also increase the difficulties and expenses of rent collection. A motion to refer the Bill to a Select Committee was rejected by 32 votes against 27. The Estates Partition (Amendment) Bill aimed at removing the restrictions in respect of partitions of certain estates and the Bihar and Orissa Municipal (Amendment) Bill proposed that only such persons as have been residents within a municipality for a certain period should be entitled to vote at the municipal elections.

The Local Self-Government Amendment Bill, which was circulated for opinion in the winter session of 1932, came up for discussion in the autumn session. The object of the Bill was to limit the excusable absence of the members of a district board and to empower district boards to appoint on their finance committees any person not a member of the board, who may possess special qualifications for serving on the committee. The third object of the Bill was to invest the board, instead of the chairman as at present, with power to grant leave of absence to the members. The voting was confined to the non-official members only. The opinion generally expressed was that the amendment was unnecessary and the motion was defeated by 48 votes against 9. During the year notice was also received of a non-official Bill to amend the Patna University Amendment Act 1932 but the member in charge did not like to proceed with it.

Resolutions.

One hundred and fifty-three resolutions were tabled for discussion but only twenty-two were actually discussed. Two of them were moved on behalf of Government. The first one recommended to Government to guarantee the interest on debentures issued by the Bihar and Orissa Provincial Co-operative Bank, Limited for the purpose of strengthening the long-term resources of the co-operative movement. The total face value of such debentures was not to exceed

Rs. 20 lakhs. The resolution was adopted without much discussion. The second resolution recommended the establishment of a second chamber of legislature in the province. The voting was confined to non-official members only. In view of the impending constitutional changes Government considered it proper to afford the non-official members of the Council an opportunity to express their opinion on this most important subject. The opposition was mainly based on considerations of expense and other practical difficulties. Some speakers also feared that the establishment of a second chamber might result in a clash between the vested interests and the general mass of the population. The argument that the second chamber would steady the administration by restraining hasty and ill-considered legislation by the lower house, however, prevailed and the resolution was carried by 39 votes against 30.

Impending constitutional changes were also responsible for a number of other resolutions. Two of these were discussed in the autumn session of the Council. The first urged the Government of India to constitute immediately a separate Orissa province and the second urged His Majesty's Government to introduce without further delay a full measure of provincial autonomy with responsibility at the centre. The official members did not participate in the debate and both the resolutions were adopted without a division. In the winter session, it was urged that the seats in the future provincial legislature should be allocated to the various districts and thanas on the basis of their population or on the probable number of voters in each area. The general basis of the allocation of seats was discussed and the general opinion of the House was that the basis should be the population and not the estimated number of voters. The same view had been taken by the Franchise Committee. Government welcomed the discussion and assured the members of the Council that the fullest consideration would be given to the suggestions made by them. The resolution was withdrawn.

The financial resources of the future responsible Government of the province came under discussion during both the sessions of the Council. The two resolutions have already been fully discussed in the chapter on Finance. By 40 votes against 35 the Council, in its September session, passed a resolution recommending that the additional police which had been quartered in the disturbed areas of Tarapur and Barbigha in the district of Monghyr should be withdrawn. It was as a result of serious disturbances in which organized attacks had been made on the police that Government had considered it necessary to despatch the additional

police to this neighbourhood for one year. The supporters of the resolution admitted that this measure was justified by the circumstances but they urged that the inhabitants of the two areas had grown peaceful and there was no further necessity for maintaining the additional police there. These views were carefully considered but Government decided that their responsibility for public security prevented them from acting in accordance with the resolution of the Council. In the winter session a resolution was passed recommending that the members of the teaching staff should be exempted from serving as assessors or jurors in criminal sessions cases. The Government had no legal power to interfere with the operation of the existing law of the land and, therefore, could not give effect to the proposal nor did the Government consider it practicable to hold competitive examination for selection of officers for provincial services as recommended by the Council in another resolution. Under the proposed new constitution it is contemplated that appointments should be controlled by a public service commission. It was hardly worth-while, therefore, to incur large expense for the selection of a very small number of officers for this year alone. In 1927 the Legislative Assembly passed a resolution recommending to the Government of India the withdrawal of the Chota Nagpur Division and the districts of Angul, Sambalpur and the Santal Parganas from the schedule of backward tracts. A similar resolution was adopted by the provincial Legislative Council urging the local Government to recommend to the Government of India the withdrawal of the Ranchi, Palamau, Hazaribagh and Manbhum districts of the Chota Nagpur Division from the schedule of backward tracts and the operation of section 52-A, sub-section (2), of the Government of India Act, 1919. There has been only one instance in which an order was passed under this clause and the effect of the order was that the chairmen of the district boards of the abovementioned districts could not be elected as they are in other districts. A resolution requesting Government to allow the appointment of non-official chairmen of the district boards of Ranchi, Hazaribagh, Singhbhum and Palamau was discussed in the September session of 1932. The Council rejected the proposal without a division and some of the representatives of the aboriginal population of Chota Nagpur declared themselves in favour of the present system by which the Deputy Commissioner of each district acts as chairman of the district boards. A very large section of the population of these districts is aboriginal and at present unable to speak for itself. Their representatives were again emphatically against the present resolution which, if carried, would deny these districts the special representation which

is provided for the backward areas in the proposed Legislative Councils under the new constitution. In order to protect this large section of the community the Government considered it essential to reserve the powers given by section 52-A of the Government of India Act and did not take any action on the resolution which was adopted by a majority of one vote only.

Three other resolutions in the September session and seven others in the winter session of the Council were discussed but withdrawn. One of them proposed that the operation of the last cess revaluation in the district of Shahabad should be kept in abeyance. Another attempted in an indirect manner to champion the interest of sugar-growing agriculturists and recommended to Government to take steps to see that the protection given to the sugar industry in India should benefit the cultivators as well as the mill-owners. The proposal was that a committee should be appointed to ascertain and fix a minimum price which should be paid to cultivators by the mills for their cane. Government's view was that any action of the kind would be premature and was likely to injure the interests of the cane-growing agriculturists in other parts of the province by discouraging the capitalists from establishing more mills. In view of the large number of applications for admission received by the Darbhanga Medical School a proposal was put forward that the number of seats at the school be increased by 25 per cent. This, it was explained by the Hon'ble Minister in charge, was impossible in view of the financial difficulties. For the same reason the inclusion of Biology amongst the subjects taught in the Patna Science College was not found possible. Another resolution urged the reduction of expenditure on the Public Works Department which the Government have reorganized effecting economies to the extent of more than a lakh of rupees per year. A general reduction in cess was proposed but it was not considered desirable because it would impoverish those activities of the district boards such as dispensaries, schools, roads and veterinary works, from which the rural community as a whole largely benefits. The grant of a subsidy to the Bihar and Orissa Co-operative Federation for the purposes of development was recommended; but no specific proposals were put forward. It was pointed out that the present finances of the Federation were quite sufficient for its present activities. A resolution to exclude certain villages from the Gogri union committee was withdrawn because it was not for the Council but for the local officers of the district board to recommend the proposal to Government. Another resolution proposing that a copy of the judgment should be supplied

to the accused in cases of convictions was withdrawn because the wording of the resolution was defective. The last but not the least important resolution recommended the allocation of seats in the future provincial legislatures on the basis of population. It has already been discussed.

Questions.

The number of questions asked during the year was 360 against 323 in the previous year, and the number of supplementary questions was 540 against 282.

The presentation of the Budget for 1933-34 took one day, and two days were devoted to the general discussion while the voting of demands for grants occupied nine days. There were 56 motions for reduction or omission of budget demands and of these 3 were carried, 10 were rejected, and 43 withdrawn. Twenty-six supplementary demands and 2 demands for excess grants were put forward and carried without a division.

Budget discussions.

The Budget was presented by the Hon'ble Raja Sir Rajendra Narayan Bhanja Deo, Kt., O.B.E., Finance Member, on the 8th February 1933. The financial situation during the year 1932-33 has already been described in an earlier chapter. The expenditure had to be reduced to 5 crores, i.e., about one-sixth less than the figure in 1929 and at the same time the recurring cost of the new institutions created during the short period of prosperity of provincial finances had to be borne. Drastic retrenchments had been made but it was feared that it might not be found possible to limit the expenditure to the figure provided in the budget. The Finance Member, therefore, expressed his gratification at the close correspondence between the "revised" figures and the "budget" estimates of 1932-33 and paid a high tribute to the controlling officers for exercising rigid economy and to the members of the Rentrenchment Committee, the practical nature of whose suggestions was mainly responsible for the success of the retrenchment programme. Then he proceeded to explain the budget estimates. There had been an increase of Rs. 14½ lakhs in the opening balance of 1932-33; and the revised figures for the year showed an improvement in the revenue position. Receipts showed an increase of Rs. 3½ lakhs from the inclusion of the revenue from the additional duty on foreign salt, and of Rs. 5 lakhs on account of the payment of arrear petrol tax; the expenditure was expected to increase by Rs. 3½ lakhs under jails and to decrease by Rs. 3 lakhs under Capital Heads showing a total increase of half a lakh over the original estimate. The year 1933-34,

therefore, was to open with a balance of Rs. 52.59 consisting of Rs. 30.85 of the Famine Relief Fund, Rs. 7.02 of the subventions from Central Road Development Fund and Rs. 13 of the unspent grants from Imperial Council of Agricultural Research. The ordinary balance was Rs. 14.34. From July 1932 there had been indications of a slight improvement in the economic situation of the country; therefore the budget proposals for 1933-34 were formed on a more optimistic basis. Total revenue was put at Rs. 509 lakhs as against the revised figure of Rs. 504 lakhs of 1932-33. Revenue from land, stamp and registration were estimated at slightly higher figures but the increase was mainly expected from excise. This department has formed one of the two most important sources of revenue of the province and important changes were introduced in 1932 with a view to prevent illicit distillation and consequent loss of revenue. This was expected to increase the revenue from excise by Rs. 5 lakhs. On the expenditure side, the measures of retrenchments introduced during the two previous years were continued. Further economies of about one lakh were effected by abolishing the post of Superintending Engineer, Son Circle, and by reorganizing the Public Health Engineering, Public Works and the Irrigation Departments as recommended by the Retrenchment Committee of 1931-32. Total proposed expenditure charged to revenue was put down at Rs. 522 lakhs. The budget did not provide originally for 5 per cent cut in the pay of Government servants, as the Secretary of State did not announce his decision on this point until it was too late to alter the budget. The total saving of Rs. 9 lakhs on this account was to be re-appropriated under new minor heads " Reserve " to be spent only against supplementary demands for restoration of certain grants to local bodies and for financing new schemes. About Rs. 8½ lakhs was also provided for new schemes in the budget from before. One important item of expenditure was an amount of Rs. 6¼ lakhs for the preparation of new electoral rolls under the new constitution and for holding a general election.

In the general discussion that followed the difficulties arising out of the present economic depression were fully appreciated and the necessity for the provision of extra expenditure for dealing with civil disobedience movement was deplored. Members of the Council were unanimous in the condemnation of the present financial settlement under which the province has been consigned to chronic poverty and agreed with the Government view that without substantial addition to their present financial resources the province can never hope to possess a progressive administration.

Some members were sceptical about the Finance Member's optimism in regard to the increase in revenue from excise and other heads which were provided for in the budget. The main criticism directed against the expenditure side of the budget was that the 10 per cent cut in the grants to local bodies for primary education had not been restored, and that provision had been made for survey and settlement operations in Dhalbhum subdivision in the district of Singhbhum and in the district of Muzaffarpur. The necessity for fresh survey and settlement in these two areas was recognized but it was argued that in view of the economic conditions of the tenants as well as the landlords, the present was not the proper time to start new operations. Subsequently both these provisions were wholly rejected by the Council by a substantial majority. Some speakers considered that the administration was top-heavy and urged Government to examine further the proposals of the Retrenchment Committee especially in connection with the abolition of some high-salaried posts. They expressed the view that greater degree of the indianisation of the services would reduce expenditure. The reduction of cut in the pay of officers came in for considerable criticism. One member suggested that the revenues of the province could be increased by the imposition of a terminal tax on goods but he was severely criticized when he proposed that a tax on agricultural income was another likely source of revenue. The members from Orissa criticized the lack of provision for the improvement of communications and flood relief in their division.

Voting of demands for grants.

The detailed discussion of the budget was taken up from the 6th of March 1933. The forest policy of the Government was attacked on the ground that the forests had been working at a loss for the last three years. In reply it was pointed out that the work of the Forest Department could not be judged solely from the financial results. Besides being a great natural asset to the province these forests provide means of livelihood to a large number of poor concession-holders. In any case, drastic retrenchments in the expenditure on forests were in contemplation. The reduction motion was withdrawn while a motion to disallow special pay to certain officers of the Forest Department was pressed to a division but negatived.

A number of reductions was moved with regard to excise budget which was attacked on different grounds. One speaker would have liked to abolish the post of the Deputy Commissioner of Excise as he was under the impression that it was a newly-created post. The same member was responsible for a number of motions to

reduce the provision of excise and various other heads the object in most cases being to draw the attention of the authorities to some local or communal grievance of minor importance. All these motions were either withdrawn or rejected by the Council. The respective merits of the members of the provincial and the Indian Civil Services came up for discussion when it was proposed that the post of the Commissioner of Excise should be given to a qualified man of the provincial service. On behalf of Government it was pointed out that an experienced man who was controlling the department efficiently was needed for the post. In the provincial service the choice was much restricted. These arguments, however, failed to satisfy the mover who pressed the point to a division but lost by a large majority. Another reduction motion which was ultimately withdrawn was made the occasion of criticizing the excise policy of the Government who were accused of encouraging intemperance by the adoption of the outstill system and the re-introduction of the auction sales in place of the sliding scale system recommended by the Excise Committee of 1922. Government reply, supported as it was by an overwhelming mass of facts and figures, gave the members of the Council food for serious thought and revealed an appalling increase in excise crime. It more than justified the measures which the Government had undertaken to root out the illicit trade in excisable articles which, it was justly contended, was a greater menace to the cause of temperance than any system of sales could ever be.

The most important reductions made by the Council in the land revenue budget were, as already pointed out, in the provisions for survey and settlement operations in Dhalbhum and Muzaffarpur. In dealing with the Government estates the enhancement of the rents in the town Khasmahal of Monghyr, the disposal of the improvement grant in some areas and the high grazing fees in others were brought to the notice of the Council on token reductions, none of which were pressed to a division. A motion to reduce the pay of the Superintendent of the Hiranpur markets in the Santal Parganas was negatived. The inordinate delay which occurs in some *batwara* proceedings was made the basis of another token reduction under partition establishment. It was explained that the delay was natural in view of the defects of the procedure laid down by the law and the motion was withdrawn. A misapprehension about the duties of the Deputy Director of Surveys caused one hon'ble member to propose that the post should be abolished. He was satisfied and withdrew his motion when the true state of affairs was explained to him.

The budget for general administration gave rise to a prolonged discussion on the propriety of the Government action in not holding a further enquiry in the Purulia murder case in which one of the three convicts who had been sentenced to death by the High Court made a confession which was alleged to exculpate the other two fellow-convicts from any complicity in the crime. In reply it was pointed out that the confession was carefully considered by Government who found in the confession nothing which would have justified a further enquiry. Under the same motion criticism was also made against what some members considered an unusual and incorrect procedure adopted by the Government in the Rohtas case. It will be remembered that in this case some men were convicted of the murder of a Rohtas man. The conviction was upheld by the High Court but while the accused were serving their sentences certain facts came to the notice of the local Government which showed that a miscarriage of justice had taken place. There was reason to believe that the original case was a fabricated one. The Government, therefore, released the accused persons and considered it their duty to bring to justice those persons including the sub-inspector of police and the medical officer who had conspired to convict innocent men on a capital charge. An information was laid before the High Court and the case was tried by a full bench. The sub-inspector, the doctor and other accused who had given evidence in the original case were convicted and sentenced to various terms of imprisonment. The doctor went on appeal to the Privy Council. The Privy Council set aside his conviction and among other things criticized the procedure adopted in the conduct of the case. This criticism, however, as was pointed out by the Government speaker, was confined to the details of the procedure and not to the action of the Government in going straight to the High Court. This explanation satisfied the Council. A third point pressed in the same motion was that the Legislative Council should be consulted when the Government formed an important committee like the provincial franchise committee. It was explained that the Government were always anxious to consult the Council on all such matters. The fact that they could not do so in the case of the provincial franchise committee was due to the lack of sufficient time at their disposal.

The policy of the Ministry in the Local Self-Government in making nominations to the local bodies was discussed on a cut motion in the pay of the Minister in charge but the attack on the ground of communalism received little support. Reduction motions were brought to urge adequate representation of the Mussalmans on the committees and in the Provincial Service. On another

motion the Government were asked and agreed to wire to the Government of India the view of the Legislative Council that Bihar and Orissa should be adequately represented on the Joint Select Committee.

In discussing the budget for the civil courts and administration of justice, opportunity was taken to press the claims of various communities for a larger share in the post of Government pleaders, High Court judges, munsifs and law officers of the Crown. A token cut of Re. 1 was carried in the expenditure on Jails and Convicts Settlements with a view to urge the Government to appoint the non-official members of the Council as ex-officio visitors to the jails in the districts which they represented. An unsuccessful attempt was made to censure the authorities on the ground that proper treatment was not meted out to political prisoners in the camp jail at Patna and the central jail at Hazaribagh. The Government were able to show that some of the complaints referred to by the critics were based on wrong information and invited the members to visit the jails themselves. The motion was pressed to a division but was negatived. Another motion to censure the quartering of the additional police at Barhi met with the same fate. The majority of the Council accepted the Government position that the activities of the Barhi people since the posting of additional police had not improved to such an extent as to justify the withdrawal of the police. The suggestion that the posts of the Assistant Superintendents of Police and the Deputy Superintendents of Police should be amalgamated was negatived without a division and a member who would have liked to reduce the pay of the village chaukidars withdrew his motion when he found that all sections of the House recognized the usefulness of this humble yet necessary member of society.

The desirability of discontinuing the small grant on ethnological studies on grounds of economy was discussed but the motion was not pressed to a division. Several reduction motions were moved in connection with the Education budget. The University was criticized for the fall of percentage in the passes in the matriculation examination and other faults such as defects in the teachings of schools and the work of the inspectors of schools with which the University has no connection whatever. Other motions drew attention to the necessity of teaching vernacular languages as principal subjects up to the B.A. standard, and elementary science in the Ravenshaw collegiate school. The need for more expenditure on special and girls' education and for increase in the number of elementary training schools was emphasized. A token cut

moved as a protest against the continuance of the ten per cent cut in the primary education grant was rejected when it was pointed out that the grant was to be restored by more than 5 per cent in any case and in full if sufficient money was available out of the savings resulting from the 5 per cent cut in pay.

Further reduction in the expenditure in the establishment of the Public Works Department was urged but the Government were able to show that the retrenchments already effected were very drastic and that any further reduction could not be undertaken without the risk of loss of efficiency. The guillotine fell when the provision for Industries was being debated and the rest of the budget was passed without any discussion.

Supplementary grants.

Of the supplementary demands the one for Forest gave rise to a prolonged debate on the proposed policy of reserving the private forests after taking them on lease from the landlords. The majority of the speakers supported the demand. The discussion was confined to the question of preserving the rights of the tenants. The Government pointed out that a settlement of the forest areas in question was a part of the scheme; the tenants' rights would thus be decided definitely and recorded once for all. The only other supplementary demand which was discussed at some length was that for the camp jail at Patna. The Government were criticized for not removing the so-called grievances of the prisoners but the Government could successfully show that the grievances were more imaginary than real. Examples were cited in which prisoners themselves had expressed the opinion that the authorities of the camp jail were doing all that they could for their comforts.

The 22nd of March 1933 was devoted entirely to the discussion of the White Paper proposals for Indian constitutional reforms. The trend of the discussions has been indicated in an earlier chapter. The official members did not take part in the debate or in the voting. The Council adopted resolutions expressing dissatisfaction at the proposed boundaries of the new Orissa province and characterizing the White Paper proposals as unsatisfactory and unacceptable.

CHAPTER IV.

Local Self-Government.

The District Boards.

The year under report was the third and the last year of the life of the district boards; it was also the third though unfortunately by no means the last year when once again the district boards were called upon to face severe financial difficulties. Any appreciable advance over the standards of the preceding year could not be expected in the circumstances; generally speaking, however, most of the boards had to their credit a year marked by much useful work. There were two regrettable instances in which members of certain boards took active part in subversive political movements but on the whole the relations between the boards and the Government remained satisfactory. Usually there was little friction between the members and the executives; while in one or two boards, the non-official chairmen took keen personal interest in matters affecting public welfare. All boards, except one, met more than once a month and the percentage of attendance of members in the meetings was most satisfactory. While all this is as it should be, a warning note may perhaps be sounded here against holding too many meetings. At least three boards met more than twice a month and in one case the number of meetings held during the year was as high as 30. Apart from the considerations of economy the frequent meeting of boards is undesirable for the simple reason that it is likely to interfere unduly with the work of the executives.

Income and expenditure.

The opening balance was Rs. 23,89 as compared with Rs. 25,69 in 1931-32 while the total income fell by Rs. 1,15 to Rs. 124½ lakhs. The income of the boards is derived from two main sources, viz. (1) cess assessed and collected by the Government and handed over to the boards, and (2) the grants made by Government to meet part of the expenditure incurred by the boards on education, public health and civil works. The income from cess, which is the more important of the two, showed a welcome increase of about Rs. 4 lakhs. The increase was shared by most of the boards but was particularly large in Patna, Gaya, Shahabad, Monghyr, Bhagalpur and Palamau. In Patna, the increase amounted to as much as Rs. 1,10 and was due to revaluation of cess, while in other districts it was due to

better realization. In Purnea and Hazaribagh, however, the increase from this source declined, the fall in the former district amounting to more than a lakh. The non-realization of arrears coupled with the low price of jute was the principal factor responsible for this decline, while in Hazaribagh the fall was due to the slump in the coal trade and the general economic depression. The number of district boards with a cess income of over Rs. 5 lakhs was six as against five in the last two years.

The increase in the income from cess, however, was more than counterbalanced by a decrease in the Government grants. The critical state of the provincial finances rendered it necessary to cut the grant for primary education by 10 per cent. For the same reason no augmentation grants could be made to the Commissioners of Divisions for distribution to the district boards for improvement in communications. The total decrease under these two heads was Rs. 5½ lakhs while the grant for medical purposes increased by Rs. 17 on account of special contribution made by Government towards the pay and allowances of Government inspecting vaccination staff deputed to work under the boards.

A long way behind cess and Government grants comes the income from school fees, pound-rents, fines and ferries. Patna and Shahabad have also got guaranteed railways which used to be fruitful sources of income in previous years. During the year under report, however, only the district board of Patna received about Rs. 4,000 from this source while Shahabad had to pay Rs. 18,000 towards the guaranteed interest. Including receipts from all sources as well as the opening balance, the total amount available for expenditure during the year was roughly Rs. 155 lakhs or nearly Rs. 4 lakhs less than in the previous year. The actual expenditure was Rs. 131 lakhs as compared with Rs. 136 lakhs in 1931-32. The main decreases were of about one and a half lakhs each in the expenditure on education and civil works and of nearly half a lakh each in the expenditure under public health and medical. The closing balance was Rs. 24,58, of which Rs. 4,73 represented deposits which were not boards' money. In five district boards the closing balances were particularly low, being 14 per-cent or less of their annual incomes.

Education.

The decrease in the expenditure on education was mainly due to the 10 per cent cut which most of the boards had to apply to the pay of their educational staff and the stipends of the *gurus*. That this did not result in any set-back in the progress of education on the whole, will be evident from the fact that the number of all classes of

schools, except middle vernacular schools, a number of which were converted into the much-demanded middle English schools, and the number of pupils therein have increased appreciably. There was also a welcome decrease in the number of the stipendiary primary schools. These schools are usually staffed by a single teacher and are generally inefficient. The Patna district board successfully tried agricultural training in a school in Dinapur subdivision and took steps to encourage co-education of boys and girls in primary schools. The same board made a free supply of books and slates to students of the depressed classes. The example of this board is worthy of emulation.

Public health.

The number of dispensaries maintained by district boards rose by six while the number of aided dispensaries fell by one. The newly-opened dispensaries included 4 Ayurvedic dispensaries established during the year in the Saran district. The Ayurvedic and Tibbi dispensaries in Tirhut Division, where they are found in the largest number, were reported to have been working well. In a number of hospitals the system of charging a small fee on each prescription was introduced. The district boards of Patna, Gaya and Balasore employed trained midwives for maternity work in villages while the Saran district board employed the services of a trained *dai* to give a course of lectures on maternity work at several centres. These were attended by a large number of village *chamains*. Except in five districts, the school children were medically examined by the medical or health officers of the boards concerned.

As in previous years the district boards continued to take active interest in the special treatment of lepers. The Puri district board maintained a whole-time leprosy propaganda officer who visited 457 villages and detected 384 new cases during the year, and more out-door centres were opened in Sambalpur.

Most of the district boards did useful work in controlling the ravages of epidemic diseases. Cholera and small-pox epidemics affected most of the districts outside Chota Nagpur. The former, however, was virulent only in portion of Puri district where anti-cholera inoculation, the use of cholera bacteriophage and the disinfection of the sources of water-supply were resorted to. Small-pox was most active in the districts of Gaya, Champaran, Bhagalpur and Monghyr where vaccinations were carried on on a large scale. The provisions of the Bengal Vaccination Act were extended during the year to six more districts, the total number of districts under the operation of the Act now being eight. In some places, persons who tried to evade primary vaccination had to be

prosecuted. Inoculation and other preventive measures were made use of against plague in parts of the districts of Saran, Darbhanga, Muzaffarpur, Monghyr and Bhagalpur. Urea-stibamine injections were employed against kala-azar which was found to be active in the district of Purnea. The success of the experiment, however, was to a certain extent marred by the lack of care with which the solution was prepared at one of the hospitals. The financial stringency prevented the boards from doing much to improve the water-supply in the villages.

Veterinary services.

The expenditure on veterinary services increased by Rs. 16,000. The only outstanding feature of the year was the establishment, at important centres, of field dispensaries which are gaining in popularity and usefulness. Stud bulls were maintained in many districts. Some boards awarded scholarships to students pursuing veterinary studies in Patna.

Civil works.

The financial stringency restricted original works in building and communications, the only important works executed during the year being the Tilaya bridge on the Gaya-Nawada road (Gaya) and the Sabrong bridge on the Bhadrak-Basudevapur road (Balasore). The metalling of the Jajpur diversion road was completed in the Cuttack district while a rather costly project of metalling a road was reported to be in progress in Darbhanga. In Patna Division the expenditure on repairs and improvement of communication showed a considerable increase. Improvement was also reported in the roads of Darbhanga and Champaran districts. The condition of roads in Hazaribagh and Manbhum is not satisfactory mainly due to the bad financial position of the two district boards. The roads in Saran are reported to have deteriorated partly on account of the heavy cart traffic resulting from the development of the sugar industry in the district.

Water Hyacinth.

A number of district boards did useful work in helping to eradicate water hyacinth. This noxious weed has a most discouraging way of re-appearing in places which are believed to have been thoroughly cleared and the young seedlings are difficult to pick. As was pointed out by Mr. N. F. Peck, I.C.S., who carried out a successful campaign against water hyacinth in Cuttack district five or six years ago and to whom the province owes much of its knowledge of the nature and habits of the weed, careful watch must be kept for the re-appearance of weed. This was done in Cuttack and Balasore districts, and cases of re-growth were effectively dealt with. In Puri a special campaign was organized successfully in which the

district board and the municipality co-operated. Half-hearted attempts in this connection were also made in the districts of Champaran, Muzaffarpur and Patna, where the weed has been found to grow. Too much emphasis cannot be laid on the necessity of dealing with this problem in its earlier stages. The weed grows with wonderful rapidity; and once it takes hold, it becomes almost impossible to eradicate it. A study of the history of the Cuttack campaign would repay those who are interested in the problem.

Local boards.

There was no change in the constitution or the number of local boards during the year under report. There was no change either in the powers exercised by them except in Monghyr where the management of secondary schools was taken over by the district board. The entire engineering staff of the district was also amalgamated with the result that retrenchment in the staff could be made without dislocation of work or loss of efficiency. This scheme of retrenchment appears to be useful and might with advantage be followed by other district boards.

Union boards.

The union boards were created under the Village Administration Act of 1922. They are intended to be self-governing units exercising jurisdiction over a population of about 10,000 each. They are financed partly by the grants from the district boards but are empowered also to impose taxes. They administer chaukidari taxes and in some places a few members of the union board (usually three or five) form a *panchayat* which is empowered to try petty civil and criminal cases.

The number of union boards fell by 4 to 148, more than half of which lie in the Tirhut Division. Most of the boards were reconstituted during the year and the voters are reported to have taken interest in the elections. Unfortunately a good many of these boards still find themselves unable to impose local taxes. They remain mere agencies of the district boards who provide all the money for their administration. Such institutions cannot succeed in " developing self-government in the rural areas of the province ", for the essence of self-government is not to administer funds allotted by other people but to be able to serve the needs of a locality by funds raised therefrom. In a fairly large number of union boards this has been done. The average tax imposed by them was Rs. 814 against Rs. 780 in the previous year. Even with such limited resources these boards are doing much useful work. In Muzaffarpur district, certain union boards arranged street-lighting in villages and bazaars and maintained common pastures and homeopathic dispensaries. Their activities were considerably handicapped by a regrettable lack of sympathy on the part of the district board which did

not make any grant to 55 out of the 58 union boards under its control. The useful services rendered by these boards in the Muzaffarpur district itself and elsewhere, should induce the district board to take to them more kindly. To mention just one more instance of their usefulness, the boards in Purnea have distinguished themselves by distributing medicines, repairing roads and sinking wells. Most of the *panchayats* are also reported to be earning public confidence and popularity.

Municipalities.

What has been said above about the district and union boards might lead the student of democratic theory to expect a higher standard of administration from the municipalities where the electorate is better educated and can exercise closer control on its representatives. Unfortunately, the facts belie any such expectation. On the other hand, the Government for some years past have drawn attention to serious maladministration in a very large number of municipalities. The defects noticed include internal factions amongst municipal commissioners, party squabbles, lack of imagination and public spirit on the part of executives, insufficient or inequitable assessments, irregular remissions, bad collections, indifference to the suggestions of the Audit and Public Health Departments of Government and laxity of supervision resulting in the corruption of the staff and bad office work; but the supreme cause to which all others could be ultimately attributed was the lack of a sense of civic duty amongst the municipal commissioners as a whole. In several places the latter displayed a lamentable unreadiness to face unpopularity by resorting to coercive legal processes for realizing the taxes which shows that in a politically backward community close control of the electorate hinders rather than helps the representatives in the proper discharge of their duties. In Monghyr the maladministration of the municipality reached such a stage that the Government were compelled to supersede it during the year under report. In the Patna City municipality which was superseded two years ago, the administration of its affairs by an experienced Government officer has brought about a marked improvement in its finances as well as in its services to the public. More, however, remains to be done and in November 1932 the Government had to renew its supersession for a further period of two years.

Income and expenditure.

Taking the province as a whole the financial position of the municipalities showed a slight improvement. The total income increased by Rs. 5,000 to Rs. 38,69 while the ordinary expenditure decreased by Rs. 2,79 to Rs.37,82. Taking into account the extraordinary and debt receipts

and expenditure, the total effect was to increase the closing balances to Rs. 7,78 against Rs. 7,21 in the previous year. The figure, however, still remains much below the margin of safety.

It is satisfactory that the set-back in the income from taxation which was noticed last year has not persisted : there was an increase of Rs. 54,000 under this head. The income from all other sources fell, the largest decrease being of Rs. 17,000 in Government grants and contributions which could not be made, due to the provincial financial stringency. The percentage of total collection over total demand rose slightly from 74.8 to 77.7 while the total amount of remissions decreased from Rs. 2,04 to Rs. 1,55. Not much satisfaction, however, can be derived from these figures. During the year what was regarded by the municipalities as a serious handicap in their work of collection was removed by Government by amending the Municipal Act so as to empower the commissioners to realize their old arrears, as well as current demand by certificate procedure. The municipalities were also given the option to ask Government to take over their tax-collecting functions in case they found themselves unable to discharge them properly and the Government were also authorized to assume these functions of their own motions in cases of default. It is a sad commentary on the municipal administration in the province, that several municipalities made no use of the additional powers at all while in the case of at least twelve of them the arrears at the end of the year actually showed an increase. The percentage of outstanding arrear to total current demand for the whole province was as high as 22.2 and the number of municipalities with arrears amounting to one-fifth or more instead of falling rose from 30 at the end of the previous year to 31.

One of the factors which made the executives more than usually reluctant to make use of these unpopular methods, perhaps, was the proximity of the elections which were held in most of the municipalities during the latter half of the year. A large percentage of voters recorded their votes. It is hoped that the newly elected commissioners will impart a healthier tone to the administration and would make an earnest endeavour to make adequate and fair assessments and to improve their collections. Momentary unpopularity in these affairs is natural and would be more than repaid by the gratitude of the people which must be ultimately felt if the trust held on their behalf is discharged adequately. The fact that several municipalities managed their affairs with commendable efficiency should encourage others to follow their example and win public commendation.

Outdoor administration.

More than ninety-three per cent of the decrease in the ordinary expenditure of the municipalities occurred under the head Public Health. No new drainage schemes could be started and the expenditure over original water-supply works and conservancy was considerably less. The Patna City municipality was a notable exception with a record of all-round improvement. After the close of the year Government have approved of a sewerage scheme for the area east of the Bankipur Maidan up to the University site at an estimated cost of more than Rs. 9 lakhs. The condition of roads in most places needs improvement. The Patna Administration Committee, Patna City, Darbhanga, Muzaffarpur, Monghyr, Puri, Sambalpur and Deoghar municipalities took active interest in maternity and child-welfare work. A maternity ward was opened at Dhanbad by His Excellency the Governor. The growing interest displayed by the municipalities in this most important branch of public health is a welcome sign.

The municipal water-supplies remained much the same as in the previous year. The Puri water-supply and Bhagalpur water-supply reorganization schemes are still under execution. Satisfactory progress was made with the Patna-Bankipur water-supply extension scheme during the year. The Monghyr municipality spent over improving its water-supply a sum of Rs. 12,000 which they could have saved if they had not disregarded the advice of the Department of Public Health Engineering. One tube-well at Kishenganj and two tube-wells at Jajpur were also constructed during the year under report.

With the mention of the extension of street-lighting in Patna City, Chapra and Monghyr and the introduction of electric lighting in Giridih, the record of municipal progress in the province comes to a close. It is true that to a great extent the acute economic depression through which the world has been passing prevents any considerable development, but one cannot help feeling that the number of beneficent activities undertaken by the municipalities during the year should have been much larger, if only the task of collecting taxes had been tackled in a more business-like and public spirited manner.

CHAPTER V.

Education.

Primary education: Growth of literacy.

The education of the masses is one of the most important problems which the province has to face, and the extension of the franchise contemplated by the proposed reforms has only increased its urgency. But while the importance of encouraging literacy cannot be over-estimated, the difficulties besetting the path of progress in this direction must be fully recognized.

In an earlier chapter it was shown how unfavourably the amount which the Government of Bihar and Orissa can afford to spend on education compares with the amounts spent by some other provinces; and there can be, perhaps, no better proof of the inadequacy of the financial resources of the province than the fact that the fall in revenue, caused by the prevailing economic depression, compelled Government during the year to impose a ten per cent cut on the grants to local bodies for primary education. However, restricted though the efforts were by the poverty of the provincial exchequer, it must be admitted that they did not result even in such increase in the number of literates as might have been ordinarily expected. The census figures of 1921 and 1931 show that the growth in literacy has barely kept pace with the growth of population. In fact, in respect of the male sex it has failed to do so with the result that the proportion of literate males is now actually slightly lower than it was ten years ago. In 1921, in every thousand persons aged five or over, there were 96 males and 6 females who could read and write a simple letter in their own vernacular. In 1931, the corresponding figures were 95 and 8 respectively. It is clear that a good deal of effort was being wasted. It will be best to analyse the chief causes which led to this wastage and then to consider the educational developments during the year under report in the light of such analysis.

The chief cause, as pointed out by the Auxiliary Committee on Education appointed by the Indian Statutory Commission, was the " immense preponderance of primary schools with only three classes " which did not give a student sufficient opportunity to complete a primary course of at least four years, without which, the committee opined, no boy was likely to attain permanent literacy. The position in this respect remains the same even now

but in his report on the progress of education in the province during the five years ending March 1932, the Director of Public Instruction has recognized the need of a careful examination of this question and it is now under the consideration of Government. This, however, is not the only factor and subsequent paragraphs will show that definite progress has been made in removing the other sources of wastage.

During the three years ending 1925-26 the district boards received large new recurring grants from the Government and set about opening new primary schools. In their zeal to multiply their number in the hope of getting further grants, they overlooked the necessity of providing adequate teaching staff and a very large percentage of the schools were left to a single teacher. While it must be admitted that in some areas it is not possible to provide anything better than a one-teacher school, this type of school has proved most unsatisfactory. The teaching is ineffective and attendance irregular. Added to this is a lamentable lack of demand for real education in that section of society which mass education really aims to educate. The lower classes are usually crowded with children deposited by parents to be out of the way. When they become economically useful to the family they are taken away from the school or attend only irregularly, with the result that the higher classes are very thinly populated. The following table shows the distribution of pupils in the primary classes in the years 1927-28 and 1932-33 :—

Year.	Percentage of Indian boys in classes I to V who are in class—				
	I.	II.	III.	IV.	V.
1927-28	58·3	18·6	13·4	5·7	4·0
1932-33	52·2	20·7	15·2	6·8	5·1

These figures speak for themselves and unsatisfactory as the distribution still is, there is cause for satisfaction in the fact that the position has somewhat improved during the last six years. The next table gives the total number of Indian boys in the different classes of the primary schools in the years 1927-28, 1931-32 and 1932-33. At the bottom of the table is given the total number of primary schools for boys in each of these years.

	Number of Indian boys in—		
	1927-28.	1931-32.	1932-33.
Class I	525,720	435,253	431,521
II	167,670	170,221	171,270
III	120,826	122,056	125,226
IV	51,028	52,018	55,664
V	36,022	40,698	42,422
Total	901,266	819,646	826,103
Number of primary schools for boys ..	27,448	25,114	25,004

The figures are most illuminating. The number of primary schools during the last six years has fallen by 2,444 or nearly 9 per cent, while the number of boys attending all classes except the first has risen from 375,546 to 394,582 or by 5 per cent. A comparison of the figures for the years 1931-32 and 1932-33 also gives similar results. The number of schools shows a slight decrease; the number of pupils in class I also shows a decrease of about one per cent but the number of pupils in the higher classes has increased by 2.7 per cent. It is clear that the inability of the Government to make large recurring grants, and the financial difficulties entailed upon the local bodies by the economic depression, have not resulted in a set-back to general education but in a real curtailment of wastage. Indeed, the results would have been better if the district boards had effected retrenchment more wisely by withdrawing help from inefficient and superfluous schools rather than by the simple method of reducing the already low pay of the teachers.

In this review last year mention was made of the Committee appointed by the Government to investigate the ways and means by which the system of primary education in the province could be improved. The report of the Committee has since been published and though its recommendations do not properly fall within the scope of this review because they were not available during 1932-33, it is interesting to note the steps which the department has already taken with a view to remedy the present stagnation in the primary schools. Admissions are being more generally restricted to the month of January; indigenous games are being revived and more suitable furniture is being provided. Greater attention is being paid to hand-work, and in many districts teaching is being done by

methods more likely to develop intelligence and to lead to lasting results. Some of these steps have been advocated by the Committee. With more attractive primary schools and with the better inspecting staff which will be available from men specially trained at the Patna Training College, it is reasonable to hope for greater improvement in the near future.

Complaints of arbitrary action by the executives of local bodies, particularly union boards and local boards, were regrettably common. There were again too many transfers and in several cases untrained teachers were appointed, when trained teachers were available. It is, however, encouraging to note that there is steadily growing a body of public men who are combining a real interest in primary education with a practical knowledge of its problems.

Free primary education.

The reports about free (but not compulsory) education which is provided in the municipalities of Daltonganj and Samastipur and in parts of the Saran and Ranchi districts, were again unsatisfactory. On the other hand, free and compulsory education on the whole showed satisfactory progress. There was great improvement in attendance in the Ranchi municipality while the experiment in the Banki union, in the opinion of the Director of Public Instruction who inspected the area during the year under report, did not give cause for dissatisfaction. The Jamhor union failed to make compulsion effective.

Secondary education of boys.

There was a marked increase in the total number of secondary schools as well as in the number of pupils attending them. The number of boys' high schools rose from 166 to 174 and that of middle English schools from 581 to 641. The number of pupils in these two classes of secondary schools increased from 47,572 and 63,012 to 49,682 and 69,633 respectively. The number of boys' middle vernacular schools, on the other hand, fell from 129 with 13,515 pupils to 113 with 11,890 pupils.

The increase in the number of high schools was partly due to the economic depression. Unemployment amongst the educated has grown more acute and many are willing to take up teacherships on low pay. The middle English schools are popular because they give English teaching, and more middle vernacular schools are being converted into middle English schools because the fees paid in the latter are higher, and a smaller proportion of the cost has, therefore, to be paid by the local body or committee responsible for management. In spite of the fact that English education tends to

draw boys away from their village homes, there is a genuine demand for it among the parents and the increase in the number of schools gives every promising student a chance to secure English education without going far from his home. It may, indeed, help to break down the barrier which at present exists between the educated young man and the rural occupations of his family.

The experiment of teaching certain subjects in the upper classes of the high school through the medium of the vernacular was continued during the year under report. Suitable text-books in the vernaculars are now available; but the experience so far obtained does not furnish any conclusive results.

Manual training and drawing are now included in the list of subjects which may be taken up for Matriculation, and it is interesting to note that a manual training class at the Buxar high school and two music classes at Bhagalpur and one at Patna were started during the year. Several new classes for vocational subjects were opened in middle schools and satisfactory progress was made in the teaching of such subjects as agriculture, weaving and carpentry. The carpentry class of one school in the district of Singhbhum converted all the old furniture of the school into single desks.

University and Collegiate education.

In accordance with the Patna University (Amendment) Act of 1932, the Senate and the Syndicate of the University were reconstituted and fresh elections to these bodies were held during the year under report. Instead of ninety-three the new Senate now consits of one hundred and three Fellows, of whom nineteen are ex-officio, nine are Fellows for life, five are members of the Bihar and Orissa Legislative Council and fifteen are nominated; the remaining fifty-five Fellows are the elected representatives of the teaching staffs of colleges and schools, the registered graduates and certain associations. The number of seats on the Syndicate remains eighteen but seven of them have been reserved by statute for persons who are not members of the staff of any school or college.

There was a notable increase of more than 12 per cent in the number of students at the Tej Narayan Jubilee College at Bhagalpur and a slight increase at the Patna Science College. All the other colleges recorded a decrease and the total number of students in the Arts and Science colleges fell by 46 to 3,533. From July 1932, the Patna College was affiliated up to the B.A. standard in Geography and honours classes in English were opened in the Greer Bhumihar Brahman College. In January 1933, the annual

session of the Science Congress was held at the Patna Science College and gave a valuable impetus and inspiration to the staff and students. The Tej Narayan Jubilee College is reported to be gaining an enviable reputation under its present Principal.

A resolution was moved in the Legislative Council asking the Government to include biology as one of the subjects taught in the Science College. It was withdrawn on the assurance that the Government recognized the importance of the subject and that the University had already taken up the matter.

The discipline amongst the students of colleges as well as schools was generally good. The political agitation hardly affected them at all.

Oriental studies.

The number of recognized Sanskrit *tols* rose from 305 to 316 and that of their pupils from 9,485 to 10,048. The number of recognized Sanskrit *pathshalas* also rose from 750 with 20,255 pupils to 774 with 21,014 pupils. The recognized *madrasas* again numbered 50 but the number of pupils in them rose from 3,415 to 3,457. These figures indicate clearly that oriental studies, particularly Sanskrit education, are gaining in popularity. The large number of medals and prizes recently given for proficiency in Sanskrit also supports this view.

Training of teachers.

The number of students admitted this year to the Patna Training College was 55 against 52 in the previous year. The Government sanctioned the institution of a short course of training for actual teachers. The staff and the number on the roll of the Cuttack Training College had to be reduced by about one-third as a measure of retrenchment. Due to the reduction of stipends necessitated by the financial stringency in 1931, the number of students at the five secondary training schools fell slightly. The number of elementary training schools remained the same as in the previous year, i.e. 75.

Female education.

The Auxiliary Committee to which reference has already been made had expressed the view that in every scheme of expansion priority should be given to the claims of girls' education. It is gratifying, therefore, to note that a distinct advance has been made in this direction. The number of Indian girls in girls' schools rose from 71,883 to 74,876 and the number of girls' schools has increased by 24. A most satisfactory feature of the year under report is the progress in co-education. The total number of girls attending boys' schools has increased by 9 per cent to 58,500. The number of girls in colleges

for men has risen from 4 to 7, in high schools for boys from 6 to 10, and in middle English schools for boys from 379 to 557. The number of middle English schools for girls has increased by one and a number of middle English and upper primary schools are trying to raise their status. For the first time this year there are two Sanskrit *pathshalas* for girls. The Cuttack district board employs a peripatetic tailor for its girls' schools, and the Balasore district board and the municipalities of Puri and Balasore employ sewing mistresses. A lady medical officer was re-appointed during the year and in several places the education committees of the local bodies now have lady members. The award of the Lady Stephenson diplomas for needlework and hygiene gave considerable encouragement to a number of schools.

Education of Europeans and Muhammadans.

There is nothing of importance to note regarding the education of Europeans except that the free boarding grant for orphan and indigent Anglo-Indian and European pupils was reduced by ten per cent as a measure of retrenchment.

Muhammadans are given facilities for primary instruction through the medium of Urdu in *maktabs*. The number of *maktabs* fell slightly but the number of their pupils rose from 87,347 to 89,292. It is satisfactory to note that the total proportion of Muhammadans in educational institutions has increased to 13.6 per cent which is higher (by 2.3 per cent) than the proportion of Muhammadans to the total population. But the *maktabs* suffer from inefficiency because the teachers are usually unfit to teach any other subject except literature. Even religious instruction in some of them was reported to be unsatisfactory and it would perhaps be better in the interest of Muhammadans themselves if the *maktabs* were converted into or combined with ordinary primary schools wherever this can be done without depriving the Muhammadan pupils of instruction in Urdu.

Aborigines.

The number of Christian aborigines under instruction rose from 31,758 to 32,680, but the number of non-Christian aborigines fell from 47,730 to 44,238. The fall is due partly to the fact that this year the whole of the Bhuiya and Bhumij communities have been classed as Hindus and partly to the economic depression. A comparison of the proportion of Christian aborigines who carry on their education higher than the primary stage with the proportion among the non-Christians clearly indicates that among the former there is a much greater demand for education. Eighteen schools in Tirhut,

fourteen in Orissa and one in Patna were specially intended for aborigines but in other divisions there is not the same need for special schools, because in large areas the aborigines form the bulk of the population. As in the previous year, the special staff for the inspection of schools for aborigines consisted of one deputy inspector and twelve sub-inspectors.

Depressed classes.

The number of pupils belonging to the depressed classes was 49,207. Comparison with the previous year's figures would be meaningless because this year the figures include the thirty-one castes recently scheduled as depressed classes. The number of schools specially meant for them was 282. The local bodies in Patna and Puri paid capitation allowances for teaching pupils belonging to these castes and scholarships and fee remissions were provided. The four posts of the special inspecting officers, which were abolished early in the year 1932, were revived on a temporary basis.

Criminal tribes.

About three hundred children belonging to the criminal tribes were at school during the year. The number of factory schools rose from 59 to 63. The Reformatory School at Hazaribagh continued to make satisfactory progress.

Expenditure on education.

Due to the ten per cent deduction in the grants to local bodies for primary education mentioned already, and from the pay of Government officers, the total expenditure on education decreased by Rs. 6,83, of which Rs. 5,66 formed the decrease in the expenditure from public funds. The total cost of education in the province amounted to a little more than Rs. 167 lakhs. Nearly Rs. 11¾ lakhs were spent on arts colleges, Rs. 43 lakhs on secondary schools and Rs. 55 lakhs on primary schools. Professional colleges and special schools accounted for Rs. 9 lakhs and Rs. 15¾ lakhs respectively. The amount spent on institutions intended for females only was Rs. 9½ lakhs.

The Bihar and Orissa Council of Women.

The Council under the presidentship of Lady Sifton continued to do much useful work by encouraging and organizing the activities of women in various matters of social service. The Council has branches at Ranchi, Jamshedpur, Sambalpur and Cuttack. Most of its active work is done through the affiliated societies and standing committees. The latter visit jails, hospitals and girls' schools, and assist deserving institutions with clothing. The affiliated societies include the Patna Girl Guides Association, the Society for the Prevention of Cruelty to Animals, the Infant Welfare Society, the Bihar

Women Teachers' Association and the Patna Blind School. The Infant Welfare centres particularly worked with marked success during the year. Under the auspices of the Council, first-aid and home-nursing lectures were organized in Patna and attempts are being made to induce the Patna municipality to start a model primary school.

CHAPTER VI.

Public Health and Medical Relief.

Public health.

In 1932 the general health of the province on the whole was better than that in the previous year. The total number of deaths recorded decreased from 1,002,699 in the previous year to 775,945 and the death-rate per mille of population was 20.6, as against 26.6 in 1931, and the decennial average of 23.8. This marked improvement in the death-rate was mainly due to absence of severe epidemics, specially cholera which had accounted for nearly 41,000 deaths in 1931. The highest district death-rate was in Balasore (27.0) and the lowest in Singhbhum (12.8). Generally speaking mortality from small-pox, plague and fevers was heavier in rural areas, while respiratory diseases as usual caused a large number of deaths in towns. The birth-rate was 33.8 as compared with 33.9 in the previous year. The total infant mortality had risen from 131.8 in 1928 to 143.6 in 1931. It is, therefore, gratifying to note that the figure fell to 128.8 during the year under report. The municipal boards are beginning to appreciate the need of employing trained midwives and in spite of the present financial difficulties, some of the boards have already appointed them. But if permanent improvement is to be expected it is necessary to tackle the problem in right earnest. It is hoped that other local bodies will soon be in a position to supply this great need.

The collection of vital statistics is done at present through the agency of the chaukidar and the accuracy of the figures so obtained leaves much to be desired specially with regard to the classification of the causes of death. With the existing standard of education in the rural areas, this state of affairs is more or less inevitable. The experiment of transferring the duty of registration of births and deaths from the police to the municipal authorities was tried in Patna and Ranchi and was attended with satisfactory results. It has been extended to four other municipalities. For practical purposes, however, the present figures are sufficiently accurate.

The following table gives the comparative incidence of the chief diseases :—

	Urban.		Rural.		Combined.	
	Ten years' average.	1932.	Ten years' average.	1932.	Ten years' average.	1932.
1	2	3	4	5	6	7
Cholera	1·1	0·2	1·6	0·2	1·5	0·2
Small-pox ..	0·4	0·04	0·3	0·4	0·3	0·4
Plague	0·5	0·004	0·3	0·09	0·3	0·09
Fevers	8·9	6·7	16·4	15·3	16·1	15·0
Dysentery and diarrhoea.	0·9	0·7	0·5	0·4	0·6	0·4
Respiratory diseases..	0·6	0·5	0·1	0·1	0·2	0·1
Injuries	0·4	0·4	0·3	0·3	0·3	0·3
All other causes ..	5·5	4·1	4·4	3·9	4·5	4·0
Total ..	18·4	13·0	24·0	20·9	23·8	20·6

The figures give the mortality per thousand of population and show that there was a reduction in the number of deaths from all causes except small-pox.

Cholera.

The year 1932 was only a mild year for cholera, and the total number of deaths from this disease fell by 31,595 to 9,348 only. The death-rate (0.2 per mille) was less than one-fourth of that in the previous year. As usual the Orissa districts suffered most. An early outbreak in Balasore district was arrested to a large extent by the prompt action taken by the Chairman of the district board, who visited the affected areas personally. The *Ratha Jatra* festival at Puri passed off fairly successfully and mainly as a result of the effective sanitary measures taken by the health officer, no epidemic followed the festival.

The familiar maxim that prevention is better than cure perhaps does not apply more truly and forcefully than in the case of cholera because this disease can develop into acute form in a very short time and gives very little chance of treatment to the patient except in places where medical assistance can be rendered immediately. The

disease, as is well known, is also highly infectious. It is, therefore, interesting to note the different measures taken by the Government to prevent and control the spread of cholera. Eleven of the more important districts have got health officers and Government maintains a permanent staff of epidemic doctors who are available for duty on demand from any district. In bad years temporary men are also employed. There is also a provision in the budget to employ a hundred epidemic vaccinators in time of emergency. Cholera vaccine is supplied free of charge on demand and a reserve of disinfectants is available to local bodies in dealing with epidemics when their supplies run short. Inoculation is not compulsory and the demand for inoculation is naturally dependent to some extent on the presence of cholera and the virulence of the outbreak. But there are indications that the people on the whole are beginning to appreciate the value of this preventive measure and more and more of them are coming forward to have themselves protected by inoculation, when an epidemic of cholera threatens.

This year again, bacteriophage was used as the only method of prevention and treatment of cholera in the districts of Purnea and Muzaffarpur, and results so far obtained are remarkably successful. In Muzaffarpur there were 991 attacks; 791 cases were treated with bacteriophage and all but the small percentage of 6.1 were cured. In Purnea, owing to the inaccesibility of parts of the district, 42.3 per cent of the 348 cases could not get bacteriophage at all and a large number of persons got it later than they should have otherwise done. The percentage of deaths, therefore, was much higher and of the 201 cases treated with bacteriophage, 60 ended fatally. The value of the treatment, however, is unmistakable, when the percentage of deaths in cases not treated with bacteriophage is compared with those that were. In Muzaffarpur, of the 252 cases in which bateriophage was not used. 193 resulted in death, the corresponding figures for Purnea being 147 and 124 respectively.

While the value of phage as a cure is thus definitely established, definite results on its preventive value can be obtained only after experiments have been continued over a number of years. It is, however, interesting to note that as compared with the neighbouring districts of Saran and Champaran, the duration of an outbreak in the district of Muzaffarpur and the total number of deaths resulting from each outbreak has been cut down to a very marked extent. The average duration of an outbreak in Muzaffarpur district, for instance, was 2.8 days in 1931 and 1.9 days in 1932, as compared with 6 days and 5.6 days respectively in Champaran.

Besides, bacteriophage is cheaper than the usual disinfectants and vaccine and simpler to administer; its use has been extended to two other districts of Bihar.

Small-pox.

The apprehensions of the approach of the severe triennium of small-pox have, unfortunately, come true and the number of deaths from this disease was 16,466, being more than double the number in 1931. The highest death-rate was recorded in Sambalpur where it was as high as 1.5. Small-pox is preventible. In fact the western countries, where people willingly subject themselves to vaccination and revaccination, have succeeded practically in stamping it out. It is most unfortunate that here the ignorance and superstition of the people stand in the way of effective prevention of the disease. When small-pox is prevalent people show some degree of willingness to have their children protected; but the incentive dies down as soon as there is an improvement. There is a strong prejudice against the vaccination of infants before they are one year old. For some time past compulsory primary vaccination has been in force in the urban areas of the province and a beginning has been made to enforce it in the rural areas. In 1931, vaccination was compulsory in all municipalities and three districts. In 1932 it was made compulsory in five more districts. The total number of primary vaccinations increased slightly. If complete immunity is hoped for, re-vaccination is just as important as primary vaccination and it is satisfactory to note that the number of the latter rose by more than twice to about four lakhs. A number of district boards have taken upon themselves the duties of inspection of vaccination and it is hoped that others would soon follow their example.

Plague.

Plague is confined to the districts lying north of the Ganges. The number of deaths from this cause decreased from 5,429 in 1931 to 3,374. The number of cases treated in the hospitals also declined being only 911 as against 1,489 in 1931. The districts of Muzaffarpur, Darbhanga and Saran suffered most. As there is very little cholera in the province in the winter months when plague is most active, there is no difficulty in deputing the Government epidemic doctors to carry out preventive measures against this disease. Anti-plague vaccine is supplied free from Namkum.

Tuberculosis.

17,812 patients were treated for tuberculosis of the lungs in all the hospitals. As has already been pointed out, the incidence of this disease is much greater in the towns than in the rural areas. This is natural because the population in the town areas is much more congested

and the atmosphere unhealthy. In Chota Nagpur, where this disease was comparatively rare until recently, its spread among the aboriginal population is causing alarm. A large population of the victims are the young *purdah* women who live in ill-ventilated houses and on defective diet. Very little can be done for the prevention of this disease until public opinion is sufficiently strong to take effective sanitary measures.

Kala-azar.

Kala-azar is most prevalent in the districts of Bihar. The total number of patients treated in the hospitals for this disease was 55,344 against 56,274 in 1931. The Government sanctioned a special grant for the purchase of urea-stibamine and other allied drugs for the treatment of kala-azar.

Leprosy.

Owing to the financial stringency the posts of leprosy expert and the leprosy survey party which began its work in 1929 were abolished from the 1st March 1932. Six leper asylums and two leper colonies with accommodation for 2,079 patients worked during the year. The number of special clinics for the treatment of lepers increased from 41 in 1931 to 45 and the number of patients treated in these clinics rose from 7,342 to 9,697. The experience gained during the year has strengthened the view previously put forward by Colonel L. Cook, Inspector-General of Civil Hospitals, that leprosy is a " deficiency " disease. Further research on the ætiology of the disease has been started recently.

Other diseases.

Skin diseases brought more patients to the hospitals than any other class of disease, viz. 476,706 suffering from ulcer and about 11 lakhs suffering from other skin diseases. Over a million patients were treated for diseases of the digestive system, 499,960 for the diseases of the eye and 562,273 for the diseases of the ear. Other diseases which brought a large number of patients to the hospital were the diseases of the respiratory system (excluding pneumonia and tuberculosis of lungs), of the nervous system and those due to animal parasites. 71,560 patients were treated for venereal diseases for which a special grant was made by the Government, and was fully utilized. The number of operations performed in the hospitals was 334,577, of which only 524 resulted in deaths.

Improvement of health and medical relief.

Permanent improvement in the public health of the province can be expected only when public opinion realizes sufficiently the need of sanitary living. The department with the help of the publicity bureau has done useful propaganda in towns as well as

villages by issuing pamphlets and bulletins and giving magic lantern lectures. The Red Cross Health Museum located at the Patna Museum is a valuable asset in this respect and a sub-committee appointed by the Red Cross Society is taking steps to organize an intensive campaign to check the spread of tuberculosis. School medical officers inspected about eleven thousand children and a lady school medical officer for girls was appointed during the year. Guardians and parents or, in the case of poor students, the medical officer of the local dispensary were informed of any physical defects found in the children. The fact that this was found necessary in the case of more than 60 per cent of those examined shows the usefulness of the work done. Lectures on hygiene are also given at all schools.

Eleven district boards have got organized health schemes each with a health officer and subordinate staff. Success in dealing with an epidemic depends on timely measures and the fact that sufficient men would be available in these places as soon as necessity arises, is re-assuring. The position in the municipalities is unsatisfactory. Only three of them have whole-time health officers. These include two who are paid from the provincial revenues. Others usually employ sanitary inspectors who are generally incapable, and need for assistance is acutely felt when there is an outbreak of epidemic disease in the towns. The Jharia Mines Board of Health continued to make good progress. Water-supply was extended to five more collieries, bringing the total number of connected collieries to 168. Sanitation was improved and the incidence of epidemic diseases in the area under its control was lower than in the rest of the province.

A large number of samples of food stuff were examined by the Public Health laboratory and a high percentage of them were found to be adulterated. More than one thousand samples of water from different sources were examined bacteriologically while samples of medicines were analysed to see if they had been made up according to the prescribed doses.

Water-supply schemes.

The financial stringency prevented Government and the local bodies from undertaking any new schemes of water-supply or drainage during the year under report. The work of the Engineering Branch of the Public Health Department was, therefore, considerably restricted. Satisfactory progress was made with the schemes already under construction. The second well supplying water to Itki Sanatorium was completed and an additional five-inch diameter tube-well was provided at Sonepur to improve the supply during the fair held in

November 1932. Five new tube-wells were completed at different places in the province and all the existing plants were satisfactorily maintained.

Hospitals and dispensaries.

The dispensaries and hospitals which render medical relief to the people in this province fall into more than one class. Some are private, some belong to the railways and the rest are maintained or aided by the Government and the local bodies. Local hospitals and dispensaries aided or maintained by the Government are in charge of doctors of the sub-assistant surgeon class. Most of the dispensaries at subdivisional headquarters are in charge of men of the Provincial Medical Service, while Civil Surgeons are in charge of the district hospitals.

The total number of all classes of dispensaries and hospitals in 1932 was 675. The increase of three was due to the opening of eight new dispensaries and the closing of five old ones. The total number of in and out-door patients treated at these dispensaries was 7,250,123 against 7,587,129 in 1931. The decrease is chiefly due to the favourable health conditions during the year. The dispensaries and hospitals aided or maintained by public funds provide indoor accommodation for more than 4,000 patients. The average daily attendance of in and out-door patients at these dispensaries and hospitals was 3,112 and 36,265 respectively. The total expenditure on medical relief from the public revenues and local funds amounted to Rs. 27 lakhs.

The experience of the triennium ending the year 1931 showed that these institutions were rapidly gaining in popularity while the financial difficulties created by the economic depression made it impossible for Government as well as the local bodies to increase their expenditure on medical relief. The managing committees which were expected to supplement the income from grants by raising subscriptions locally singularly failed to do so. Beside the railway dispensaries, only 67 were such which did not depend for their existence solely or partly on the public funds and even these had unsatisfactory finances. Government, therefore, amended the dispensary rules during the year under report and permitted the local bodies and managing committees to charge a fee of not more than one anna for each prescription from all except the really indigent patients. Some dispensaries have availed themselves of this opportunity and although it is yet too early to estimate the proper value of this innovation, it is hoped that it will serve to relieve the financial position of the institutions and also have educative value.

Medical relief for women.

On account of the *purdah* system a very large number of women find it difficult to attend general hospitals and the ratio of male patients to female patients and children was 3 to 1 and 2 to 1 respectively. During the year a *zenana* hospital was opened at Chakradharpur and now there are 6 dispensaries and hospitals exclusively meant for women. Besides, the bigger hospitals have separate female wards and most of the sadr hospitals and some of the subdivisional hospitals have lady doctors attached to the staff. *Dais* are trained at several hospitals and maternity centres, and steps have been taken to encourage local *chamains* (a caste for maternity work) to receive training. The Bihar and Orissa Maternity and Child Welfare Society with the assistance of the Council of Women has done much useful work in encouraging people to seek proper medical aid at the time of childbirth. The society has eight centres and does valuable propaganda by organizing baby shows, lectures and training classes. Thanks to the good work of the maternity supervisor at Patna, the number of labour cases now sent to the medical college hospitals has increased to such an extent that the medical students need no longer be sent to Bangalore for practical training in midwifery.

Medical education.

The Prince of Wales Medical College at Patna and the two medical schools at Cuttack and Darbhanga have continued to carry on their work satisfactorily. The College completed its seventh year in July 1932 and has a record of steady improvement in equipment and teaching. There were 264 students on the rolls, of whom 51 were sent up for the final examination and 17 came out successful. The number of students on the rolls of the Cuttack and Darbhanga medical schools was 199 and 233 respectively; of these, 75 passed the final examination of the Medical Board and 72 qualified as compounders.

Mental Hospitals.

The report on the working of the Ranchi Indian Mental Hospital for the three years ending 1932 shows that the institution is making satisfactory progress. Accommodation is provided for 1,014 male and 272 female patients besides the 50 emergency beds sanctioned in 1929. The male section of the hospital continued to be overcrowded throughout the year. The chief need of the hospital, therefore, is increase in accommodation and it is unfortunate that the financial stringency has prevented further extension contemplated a few years ago. The general health of the patients was good throughout the year. Though the largest of its kind in India, the hospital maintained its record of the lowest death-rate of all

Indian mental hospitals. In fact the death-rate per thousand in 1932 was the lowest recorded by the hospital during the last six years (16.5). The methods of treatment are being gradually developed on modern lines and approved western methods are being adapted to local conditions. Consequently there has been considerable improvement in the curative work and in spite of the fact that the daily average attendance in 1932 was slightly higher than in 1931 the percentage of cases cured to the daily average attendance rose from 4.53 to 5.97.

The Itki Sanatorium.

The Itki Sanatorium which was established by Government for the treatment of early cases of phthisis completed the third year of its life. Seventy-five patients were admitted during the year. Of the 59 patients discharged from the Sanatorium during the year, four had been under treatment for less than a month. Of the other 55 patients discharged after treatment 9 were practically cured, 25 were much improved and 10 were improved.

The Radium Institute.

The Radium Institute which was hitherto located in a portion of the building of the hospital for women attached to the Patna Medical College was shifted to the new building provided by the generosity of Kumar Visheshwar Singh of Darbhanga. There is room for 12 indoor patients in the ward and separate accommodation is also available for better class Indian and European patients. This is the only institute of its kind in India and is becoming more and more widely known. The number of patients, who come from all the provinces in India and most of the Indian States, has steadily increased and was 721 against 654 in the previous year. In spite of the fact that a considerable proportion of patients who come for treatment consist of those who are in an advanced stage of the disease and, therefore, unsuited for treatment, 130 cases became clinically free from all signs of the disease and 47 were cured. Radium resources of the institute need replenishing.

The Pasteur Institute.

The Pasteur Institute at Patna and its branch at Cuttack continued to be popular. 4,112 patients were given anti-rabic treatment at the former and 366 at the latter. The corresponding figures for 1931 were 3,626 and 287, respectively. Enquiries regarding the health of patients made six months after the completion of treatment show that the institute is doing useful work.

CHAPTER VII.

Maintenance of the Peace, Administration of Justice and Jails.

The police.

The revival of the civil disobedience movement early in the year 1932 and the abnormal increase in ordinary crime which accompanied it, gave the police another difficult year. For months the officers and men had to stand by while the forces of lawlessness were openly strengthening themselves under the cover of a political truce. For months they were gibed at, ridiculed and threatened. Yet when called upon once again to undertake the arduous task of restoring a proper respect for law and order, they responded with unimpaired morale. They acted with promptness and vigour; and although the difficulties of the situation were not few, they behaved with admirable restraint. The agitators started a mischievous propaganda against the force by spreading palpably false news of the " black doings " of the police. Many times they issued cleverly worded " appeals " exhorting the police to give up their allegiance; but their attempts were wholly unsuccessful. The loyalty and discipline of the force won high recognition and the courage and resource displayed by them in circumstances involving grave personal risk cannot be sufficiently praised.

To estimate properly the value of this achievement it is necessary to point out that the total police force of the province consists of 14,455 officers and men, of whom 11,458 were constables. Upon them rested the responsibility of maintaining law and order in an area of 83,161 square miles. This works out at only one policeman to every 5.7 square miles or about one to every 2,600 persons of the actual population, a proportion which is less than in any other province in India. Two units of military police and one unit of mounted military police in all consisting of 479 officers and men rendered valuable assistance at several places in connection with the civil disobedience movement and on the occasion of *Bakr-Id*. The total cost of the police to the province was Rs. 81½ lakhs, i.e. about 3½ annas per head of population. Seven forces of additional police had to be employed, at the cost of inhabitants, in different places in the districts of Muzaffarpur, Champaran and Monghyr where political agitation produced most lawlessness.

The discipline of the force was good throughout the year. Departmental punishments were few while the number of judicial

punishments increased slightly. Over 6,600 officers and men received rewards for good work. Three officers and one constable received the King's Police Medal while a number of them received titles and certificates for good work. Many letters of appreciation and thanks for the work of the police were received from all parts of the province and rumours of the intention to abolish certain police-stations caused considerable apprehension among the inhabitants of the localities concerned.

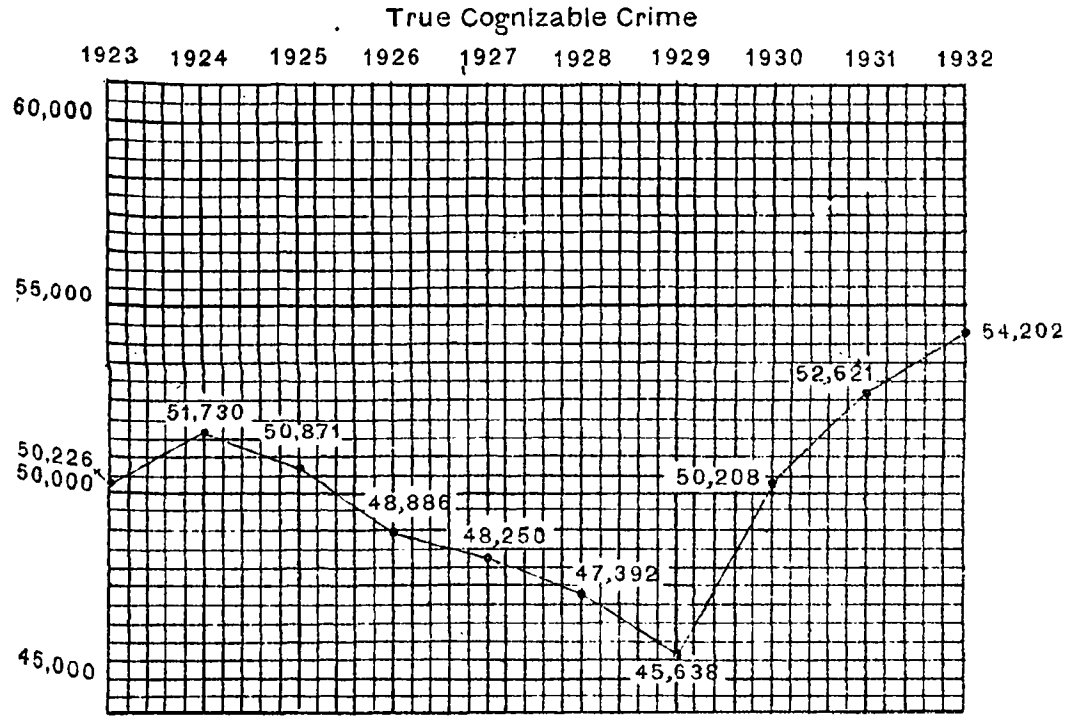
More than 85 per cent of the recruits were literate. The general health of the force was satisfactory.

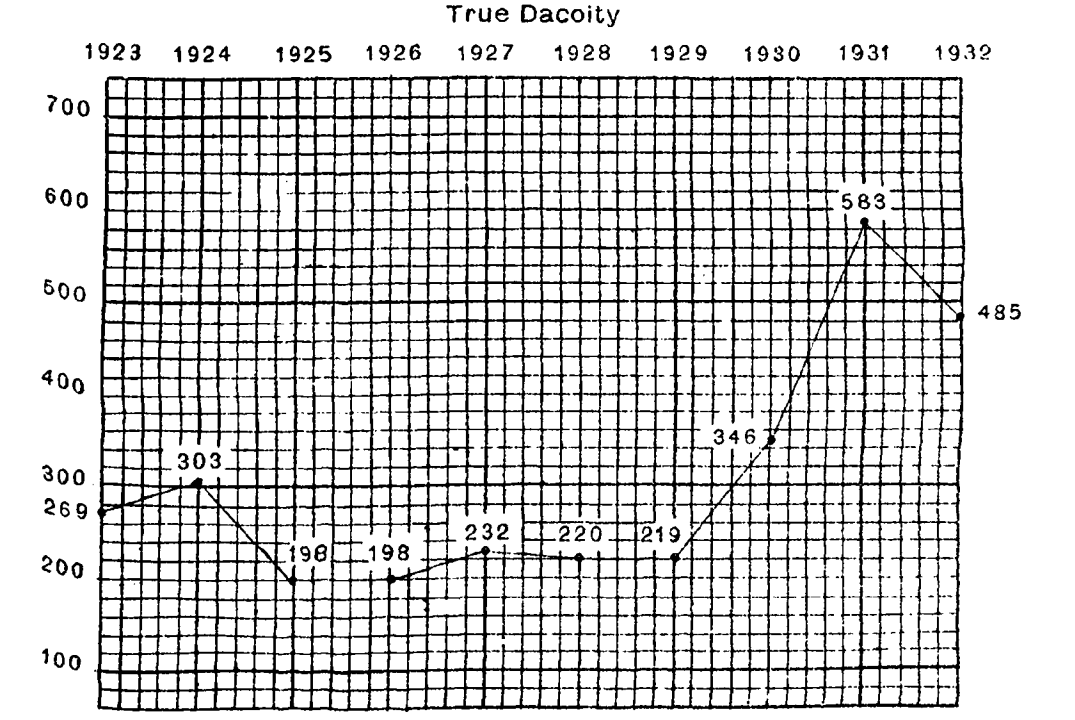
There were numerous instances of good work by the chaukidars and the dafadars. That their services are appreciated by the public is shown by the fact that a motion urging the reduction of the pay of the rural police met with a cold reception in the provincial Legislative Council.

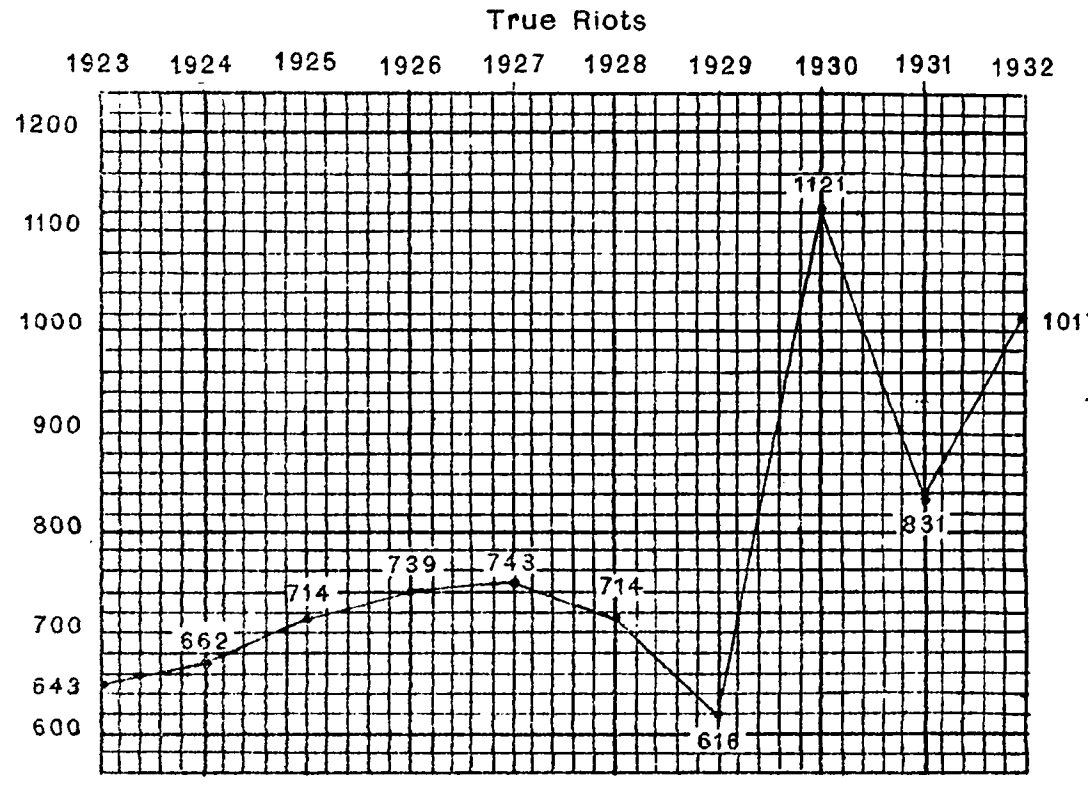
Crime.

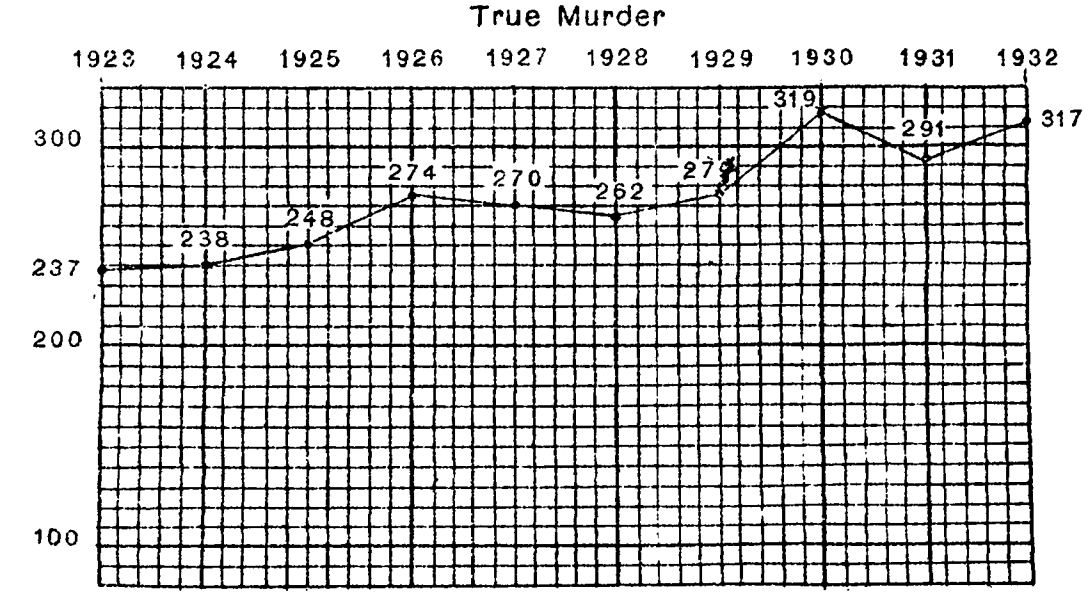
The diagram on the opposite page will show that the true cognizable crime increased from 52,621 in 1931 to 54,202, the highest figure during the last ten years. The reason is not far to seek. The glorification of lawlessness by the civil disobedience movement led to a regrettable deterioration in public opinion and the general economic depression only acted as a further incentive to crime. It is significant that the increase in crime was greatest in the areas where political agitation was strongest. The most noticeable increase was in the number of riots, which rose from 831 to 1,017, a figure greatly above the normal and surpassed only during the record year of 1930. The increase was generally due to the political agitation. In Gaya there was a marked increase in agrarian riots due to scarcity of rain. There was a welcome decrease in crime against property. Dacoities decreased from 583 in 1931 to 485. Bhagalpur and Champaran were again the worst districts. The number of burglaries reported fell from 17,261 to 15,777, the improvement occurring in the districts of North Bihar where during the previous year the paralysing effects of civil disobedience had enabled the law-breakers to get out of hand.

There were 317 cases of murder as compared with 291 in 1931. Persons were sent up for trial in 167 cases, of which 87 ended in conviction. Witchcraft was the alleged cause of 22 murders. A case of Saran district was suspected to be one of human sacrifice. In Champaran a chaukidar, while on night rounds, was murdered by thieves. In another case of the same district, a thief was beaten to death by villagers.


True Cognizable Crime
1923
1924
1925
1926
1927
1928
1929
1930
1931
1932
60,000
55,000
50,226
50,000
45,000
51,730
50,871
48,886
48,250
47,392
45,638
50,208
52,621
54,202


True Dacoity
1923
1924
1925
1926
1927
1928
1929
1930
1931
1932
700
600
500
400
300
269
200
100
303
198
198
232
220
219
346
583
485


True Riots
1923
1924
1925
1926
1927
1928
1929
1930
1931
1932
1200
1100
1000
900
800
700
643
600
662
714
739
743
714
616
1121
831
1011


True Murder
1923
1924
1925
1926
1927
1928
1929
1930
1931
1932
300
237
200
100
238
248
274
270
262
279
319
291
317

A disquieting feature of the year was the growing tendency of the youth of the province to subscribe to the cult of terrorism. Early in 1932 there were two derailment of trains within a few miles of Patna. The culprits in both the cases were traced and convicted. A gang of mixed congress workers and local thieves, who had planned a series of raids in post offices, was detected as a result of an unsuccessful raid by some members of the gang on the Sabour post office in Bhagalpur district. In November the approver in the Lahore conspiracy case was mortally wounded by two men in Bettiah bazaar. In January 1933, a large conspiracy to commit revolutionary crime was unearthed at Gaya.

The number of crimes on the railways decreased slightly while there was a slight increase in the number of cases declared maliciously false. Except in the district of Ranchi, the percentage of such cases in which action was taken against the complainant was very low. It was also unsatisfactory that in cases declared false after a trial, very little use was made of the provision of law under which the complainant can be ordered to give compensation to the accused.

Good results were obtained by the surveillance of bad characters; and picketing parties and patrols were successful in arresting a number of dangerous criminals.

The number of questioned documents examined by the Criminal Investigation Department decreased from 126 in 1931 to 110 while the usefulness of the Photo and Finger Print Bureau is becoming increasingly evident. Experts from the bureau gave evidence in 318 cases, of which 287 were private cases. The total fees earned during the year amounted to Rs. 23,516, which is only about Rs. 2,500 less than the total annual expenditure incurred by the Government in maintaining the bureau.

Criminal Justice.

Nearly 106,000 criminal offences were reported during 1932, of which over 60,000 were punishable under the Indian Penal Code and the rest under special and local laws. The total number of offences shows an increase of about 1.5 per cent as compared with the figure in 1931, but this is due to the revival of the civil disobedience movement and the increase in the offences under the Special Ordinances which were not in force in 1931.

The number of cases disposed of in the magistrates' courts was 75,868; less than one-seventh of these were decided by the honorary magistrates. The cases of about 34 thousand persons

were compounded, withdrawn or dismissed for default. Of the 100,499 persons actually tried 70.5 per cent were convicted. The percentage in 1931 was 66.6. Sentences of rigorous imprisonment were passed on 23,885 persons and of simple imprisonment on 473. Whipping was inflicted on 460 persons. Fines amounting to about Rs. 11 lakhs were imposed but only Rs. 5 lakhs were realized. Seven youthful offenders were sentenced to detention in the Reformatory School at Hazaribagh, and 1,030 persons were, instead of being sentenced, released on probation under section 562 of the Code of Criminal Procedure.

The number of witnesses who attended the magistrates' courts amounted to 273,375, of whom 208,230 were actually examined. Of these 64.9 per cent were discharged on the first day but 3,135 (1.1 per cent) were detained for more than three days. The corresponding percentages of 1931 are 62.9 and 1.3 respectively. It will be seen that there is an improvement in the last figure, but as the High Court has once again remarked, there is still room for further improvement in this matter.

Courts of Sessions.

The number of cases tried in the sessions courts was 856. This figure shows an increase of 164 as compared with the year 1931 and is higher than in any preceding year since the establishment of the High Court. The total number of persons involved was 3,136; of whom 1,667 were convicted, 75 persons were sentenced to death, 156 to transportation, and 1,284 to rigorous imprisonment. The corresponding figures for 1931 were 73,109 and 1,200 respectively.

There was no change in the system of trial by jury which is in force in ten districts of the province. The system is reported to have worked fairly well in three districts only. In all the other districts it has been severely criticized. In some districts the jurors available are not sufficiently intelligent and educated; in others they lack in a sense of responsibility and public spirit. In Patna the verdict of the jury could not be accepted in more than 34 per cent of the cases. In all, 894 persons were tried by jury in 1932 and in the case of 92 persons a reference had to be made to the High Court. The number of persons tried with the aid of assessors was 2,041; in the cases of 51 per cent of them the judges agreed with the opinion of the assessors.

Appeals.

The number of appeals decided by the sessions court in 1932 was 3,241. Thirty-one per cent of the appellants were acquitted, 19.4 per cent were partially successful and 47.2 per cent were wholly unsuccessful.

In other cases a new trial or further enquiry was ordered. 2,608 appeals involving 6,012 persons were decided by the magistrates exercising appellate powers. About 26 per cent of the appellants were acquitted and 15.4 per cent were partially successful. Out of 77 persons whose cases were referred to the High Court for confirmation of the death sentence, the sentence on 57 persons were confirmed. Two others were sentenced to death, out of 89 persons whose cases were referred to the High Court under section 307 of the Code of Criminal Procedure.

There were 121 *panchayat* courts in the province during the year. They do useful work in settling petty disputes and are becoming popular. They are reported to have afforded some relief to the criminal courts in one or two places.

Civil Justice.

The effects of the fall in the prices of agricultural produce are clearly reflected in the volume of civil litigation. The following table gives the number of civil suits instituted during the last four years :—

——	Money suit.	Rent suit.	Title suit.	Total number.	Total value.
1	2	3	4	5	6
					Rs.
1929	52,514	123,458	21,414	197,386	6,64,94,470
1930	52,581	122,030	19,355	193,966	5,73,02,046
1931	53,196	122,116	16,588	191,900	4,42,32,266
1932	54,659	121,926	15,275	191,860	6,19,57,896

There is a progressive decrease in the number of title suits and a progressive increase in the number of money suits. The decrease in the number of rent suits, in spite of the difficulties of realizing rent by ordinary means shows that the landlords realize that there is little chance of executing their decrees successfully. As in 1930 and 1931, nearly 70 per cent of the rent suits were for sums not exceeding fifty rupees. The fact that the number of suits rose in some districts and fell in others would seem to indicate that the deciding factor is to be found in the varying reaction of individual landlords to depression.

Including the number of suits pending from the previous year and the number revived or received on remand or review, there were 309,084 suits for disposal. Of these 205,187 were decided,

As compared with the year 1931 the average disposal of suits increased in the courts of subordinate judges and munsifs. The abnormal increase in criminal work was responsible for an increase in average duration of suits in the courts of the district and subordinate judges; but there was a satisfactory decrease of 39.4 per cent in the number of suits pending for a long time. The present, when on account of the economic depression the number of institutions is small and the percentage of contested cases is low, would seem to be a suitable opportunity for removing the heavy accumulation of old suits. The munsifs' courts disposed of about two lakhs of suits nearly one-fifth of which fell within the small cause court procedure. Over 82 per cent of the contested suits ended in favour of the plaintiffs.

Appeals and miscellaneous cases preferred before the High Court numbered 3,647. 4,422 cases were pending from the last year. Cases disposed of during the year numbered 3,300, so that when the year closed the number of pending cases had increased to 4,769. Two of the judges of the court were engaged for 102 working days in deciding a single complicated miscellaneous appeal.

The percentage of appealable cases in which appeals were preferred in the courts subordinate to the High Court was 29.3, which is the lowest figure since 1916. 9,019 appeals were disposed of during the year and the number of appeals pending for more than one year fell from 1,659 to 886. In approximately one case in three the judgment of the lower courts was reversed or modified; 3.1 per cent were remanded and 11.1 per cent were either not prosecuted or dismissed for default. In 52.2 per cent of the appeals, the judgment of the lower courts was confirmed.

In the opinion of several judges the *panchayat* courts have not afforded any appreciable relief to the munsifs. In most districts, the Usurious Loans Act is reported to have given the borrower protection against excessive rates of interest. The appointment of registrars for the civil courts at Patna and Gaya appears to have resulted in better administration and in more expeditious despatch of work.

Jails.

There was an abnormal rise in the jail population due partly to the admission of a large number of prisoners convicted of offences connected with the civil disobedience movement but mainly to the increase in the amount of ordinary crime. The number of new admissions of convicts increased by more than 50 per cent from 20,336 in 1931 to 30,786 in 1932 and the daily average number of prisoners of all

classes and of convicts rose from 11,319 and 9,419 respectively in 1931 to 14,378 and 12,115 in the year under report. These are the highest figures since the formation of the province in 1912. To relieve the overcrowding which occurred in most jails, it became necessary to restore two reduced jails to the status of district jails and to reopen the temporary sub-jail at Gulzarbagh and the camp jail at Patna. For the same reason the Government sanctioned the release of more than 1,400 prisoners who were not convicted of any serious offence and who had served the greater part of their sentences or who were physically unfit to commit further crime owing to old age or infirmity. 1,168 boys convicted under the Criminal Law Amendment Act or the Ordinances, who were not more than seventeen years of age and who had been in jail for one month or more were also released.

Of the newly-received convicts 86.4 per cent were Hindus; 6.9 per cent Muhammadans; 22.9 per cent under 21 years of age and 25.2 per cent literate. The corresponding figures for the year 1931 were 80.1, 9.1, 11.3 and 15.0 respectively. The variation in the percentage illustrates the varying extent to which the different classes were affected by the civil disobedience movement. Of the 5,235 youthful offenders and juveniles up to 20 years of age admitted during the year—the number was 1,431 in 1931—3,748 were convicted of offences connected with the civil disobedience movement. Many of them were bazaar vagrants who were paid to commit offences to swell the number of political prisoners, and gave much trouble to the jail staff.

The daily average population of the juvenile jail at Monghyr was 194. Owing to the large number of convicts for civil disobedience, there was an increase in the percentage of the boys sentenced to one year and under as also of the adults sentenced to three months and under. The short-term inmates of the juvenile jail were employed in the maintenance department while the rest were given educational, industrial and physical training. Five boys after release were helped by the Juvenile Jail Committee from the fund placed at their disposal out of the balance of the defunct Juvenile Prisoners' Aid Society.

Compulsory education of all ordinary prisoners of 25 years of age and under was continued as usual at Gaya and to certain classes of prisoners at Bhagalpur. The progress made by the prisoners was satisfactory. In spite of the serious congestion in the jails, the health of the prisoners was good and the death-rate per thousand fell from 18.6 in 1931 to 12.5 in 1932.

The heavy increase in the jail population with consequent general overcrowding and the difficulties of maintaining discipline amongst the civil disobedience prisoners threw a heavy burden of work on all ranks of the jail staff. The total number of jail offences and punishments inflicted on convicts during the year increased by about 17 per cent to 5,399. Corporal punishments were inflicted in 21 cases against 11 in 1931. The warders and head-warders were punished in 1,468 cases, the corresponding figure for 1931 being 1,280. The star class system by which some of the non-habitual prisoners were kept separate from other prisoners to avoid any possibility of contamination worked satisfactorily and the discipline of this class of prisoners was exemplary. The remission of a part of the sentence for good conduct is much appreciated by the prisoners.

The jail manufactures showed considerable improvement, the net profit increasing from Rs. 93 in 1931 to Rs. 171 in 1932. In addition to tent-making, tailoring and cotton-weaving, the manufacture of gunny bags from hessian and the making of cotton carpets from waste yarn were also started at Buxar during the year. Tailoring, carpentry, black-smithy and blanket-weaving were the main industries at Bhagalpur while the Forms Press continued to be the principal industry at Gaya.

CHAPTER VIII.

Excise.

Decline in excise revenue.

For some years past the most noticeable feature of the excise administration has been the very serious and continued fall in the total annual revenue from excise. How vitally this has affected the solvency of the provincial exchequer, has been indicated in an earlier chapter. In order, however, to understand fully the important changes introduced in the excise administration during the year under review, it is necessary to recount, even at the risk of repetition, some of the salient facts.

Between 1925 and 1930, the province had regularly obtained from excise a gross annual total of between Rs. 190 lakhs and Rs. 2 crores. In 1929-30, the actual figure was Rs. 1,91,76,677. It fell to Rs. 1,43,10,639 in 1930-31 and to Rs. 1,22,35,472 in 1931-32, showing a total fall of Rs. 69,41,205 or of more than one-third in the short space of two years. This decline was generally attributed in the beginning to the civil disobedience and the anti-excise movements; but it soon became clear that the most important factor which had augmented the fall in revenue was the general economic depression. The purchasing power of the people had decreased steadily and very little was left to the average man to spend on such luxuries as the excisable articles. To a Government pledged to the policy of encouraging temperance, this situation would have, in the ordinary circumstances, been only too welcome. Throughout the last decade the Government had consistently followed the policy of getting maximum revenue from minimum consumption. It is not necessary to describe the various measures adopted with this end in view, but until 1930-31 a large measure of success attended these efforts. The following table gives the consumption of excisable articles for four years selected for comparison and shows that in a few years' time consumption had fallen heavily :—

Year.	Country spirit.	*Ganja.*	*Bhang.*	*Opium.*
	L. P. gallons.	Mds.	Mds.	Mds.
1912-13	1,157,636	2,498	538	926
1928-29	886,894	1,376	258	629
1929-30	960,304	1,411	264	605
1930-31	636,788	954	200	539

When, therefore, a natural factor intervened making it almost impossible for a large number of people to indulge in drink, it would have been regarded as a silver lining to the otherwise dark cloud of depression, if it had actually resulted in promoting temperance. In 1931 and 1932, however, certain facts came to light which proved beyond any doubt or dispute that as a matter of fact the case was very much the reverse.

The economic depression and temperance.

When people could not afford to pay for their stimulants at the rates charged by Government on account of acute economic distress, they began to seek other cheaper avenues for indulging their weakness. Local criminals found an excellent opportunity to start illicit distillation. Necessary materials were ready at hand : *mahua* trees grow everywhere; all that was necessary was two earthen pitchers—one with a hole at the bottom,—a little water and a fire. The excise staff was too inadequate making the chance of detection very small; while the local licensed vendor had no scruples about the sources of his gain, so long as he succeeded in filling his pockets. Under the sliding scale system, which was introduced in 1922 on the recommendation of the Excise Committee, he had no interest in fighting with his colleague, the illicit trader in excisable articles. In fact the system had been so designed that, after his sales had reached a certain level, his rate of profit from the sale of liquor began to decline. It is not surprising, therefore, that the licensed vendors instead of doing anything to stop the illicit trade, often connived at it and in some cases shared its proceeds. There was a sharp increase in excise crime and during the year the total number of persons convicted of offences under the excise and opium laws was 5,692 as compared with 5,649 in the previous year and 4,186 in the year before that. The appalling extent to which these malpractices had become common would become evident if it is remembered that for every detected case, there must be a number of cases which have gone undetected.

The increase in the number of cases detected during the year was indeed partly due to stricter supervision. There were, however, other considerations which left no doubt whatsoever as to the real cause. The sales at a number of licensed shops were watched for a period of two or three months immediately before and two or three months immediately after the detection of illicit distillation within the *elaka* of each shop. In all cases the consumption in the licensed shop increased after the detection. The total average increase of all the cases was 71 per cent while in some cases the consumption actually doubled or trebled. There is no other possible

explanation of this increase except that the destruction of the illicit still drove the consumers back to the shop. That the decrease in the consumption at licensed shops did not increase temperance is apparent from another consideration. If a calculation is made of the amount of illicit liquor which may reasonably be assumed to have been manufactured by the persons convicted of illicit distillation in twelve months, the figure so obtained would be higher than the figure representing the fall in consumption of licit liquor during the last three years. The statistics for the consumption of *ganja* and opium present similar features. The difficulties of giving up the use of these stimulants are too well known; the heavy decrease in the consumption of these articles which had occurred in some districts, therefore, could not be accounted for except on the assumption that the consumers were getting their supply from illicit sources.

Changes in excise policy.

When it was realized that the Government were fast losing control over consumption and, therefore, temperance, they (Government) carefully reviewed their previous excise policy and after mature consideration far-reaching changes were introduced during the year. The sliding scale system of settlements was given up and the old system of auction sales was re-introduced practically all over the province. The sliding scale system was too complicated to work during a period of uncertain economic conditions; it gave the vendor ample opportunity to cheat Government by such malpractices as diluting the liquor or selling short measure, and provided great incentive to corruption among excise staff. The auction system, on the other hand, minimizes favouritism and jobbery in obtaining excise licenses, and makes the local vendor a valuable ally of Government in suppressing illicit trade which is the most serious menace to the cause of temperance. Incidentally it provides an automatic means of ascertaining and securing to the public purse the monopoly value of the privilege sold while enabling taxation to adjust itself to local and temporary variations. The system was first re-introduced as an experimental measure in three districts. It was extended to other parts of the province in October 1932.

The great disparity between the high prices charged by Government and the general low level of prices was met partly by a reduction in the retail prices of excisable articles. It is hoped that this would, to a certain extent, attract the customers of the illicit trader to the licensed shop. It will certainly prevent these consumers from resorting to illicit methods who, but for the reduced

rates, might have been compelled to resort to them for purely economic reasons. The cause of temperance is not likely to suffer at all because even the reduced prices are equivalent to those prevailing seven or eight years ago when the purchasing power of the consumer was about one and a half times what it is now. To drive illicit distillation out of the jungly areas where it is extremely difficult to detect, outstills were re-introduced. One of the chief attractions of illicit liquor in these areas is its taste and strength which are more palatable to the local consumer than the taste and strength of the distillery liquor and the new measure was expected to remove this difficulty. Indeed, the measure was not so new, for in some of these areas outstills were abolished as recently as 1931-32. So long as the consumer can get illicit liquor, the introduction or abolition of the outstill system does not affect temperance one way or other. On the other hand, it will secure to the public revenues a legitimate share in the amount spent by the people on drink.

These considerations, supported by an overwhelming mass of facts and figures, were put forward by the Government speaker when the excise policy of the Government was once again criticized in the Legislative Council when the excise budget came up for discussion in March 1933. As usual, the Government were accused of encouraging drunkenness; and the example of the United States of America was cited as an ideal. Little did the critics know that even that wonderful country would soon find it expedient to give up the policy of prohibition, and content itself with supplying and controlling the legitimate demand for stimulants instead of letting the people get drunk on liquors of doubtful composition. The plain fact is that the causes which induce people to drink are more deep-rooted than is often recognized. Drunkenness is a social disease, and though it is doubtful whether it can be completely cured or not, it is now established that unless extreme caution and patience are exercised in dealing with it, it is likely to break out in more dangerous forms. To continue the comparison, the germ of illicit distillation though not exactly the cause of the disease, helps it to grow rapidly; and before any success can be hoped for, it is absolutely necessary to root out this germ.

Developments during the year under report.

It is not possible to give in this report a proper estimate of the value of the recent changes. The developments during the year have been set forth below. It is, however, interesting to note that the alarming decline in revenue which set in a few years ago has been arrested. The total gross revenue from excise during

the year under report was Rs. 121,81 as compared with Rs. 122,35 in 1931-32. The difference between the two figures is negligible. The auction sale system was first tried as an experiment in three districts and was introduced in other parts of the province only during the latter half of 1932-33. In the Presidency of Bengal, the excise policy of which has many principles and features in common with the policy followed in this province until last year and where the sliding scale system remained in force throughout the year under report, the revenue from excise fell from Rs. 157 lakhs to Rs. 140 lakhs, i.e. by 11 per cent. It would appear that a similar fall in this province has been checked mainly as a result of the administrative changes introduced during the year. The examination of returns for those areas where and those periods when these changes had not been effected lends further support to this view.

There was no organized temperance movement in the province except in Patna and Ranchi. In Patna, it was identified with the social uplift of the lower castes and aimed at eschewing liquor and not *ganja*, *bhang* or opium. In Ranchi the *Haribol* or *Haribaba* movement collapsed during the latter half of the year.

Country Spirit.

The number of shops licensed to sell country spirit in the distillery area fell from 1,486 in 1931-32 to 1,316. Forty-one new shops were opened while fifteen were abolished; 196 shops mostly belonging to jungly, hilly and inaccessible areas were converted into outstills. The rates of duty and retail prices were reduced in most districts. In some cases the issue strengths of country spirit were revised to suit local conditions. The total revenue from country spirit fell by about Rs. 2 lakhs to Rs. 43 lakhs. The tree-tax system was further extended to various areas in Bihar and additional staff was sanctioned to administer the system efficiently. The total revenue from *tari* was practically the same as last year.

Pachwai.

The number of retail shops for *pachwai* or rice beer was 385 as compared with 361 in the previous year while the number of licenses for home-brewing increased by about 50 per cent to 3,176. Almost the entire increase is accounted for by Purnea district where the license fee was reduced from Rs. 2 to Re. 1 per annum.

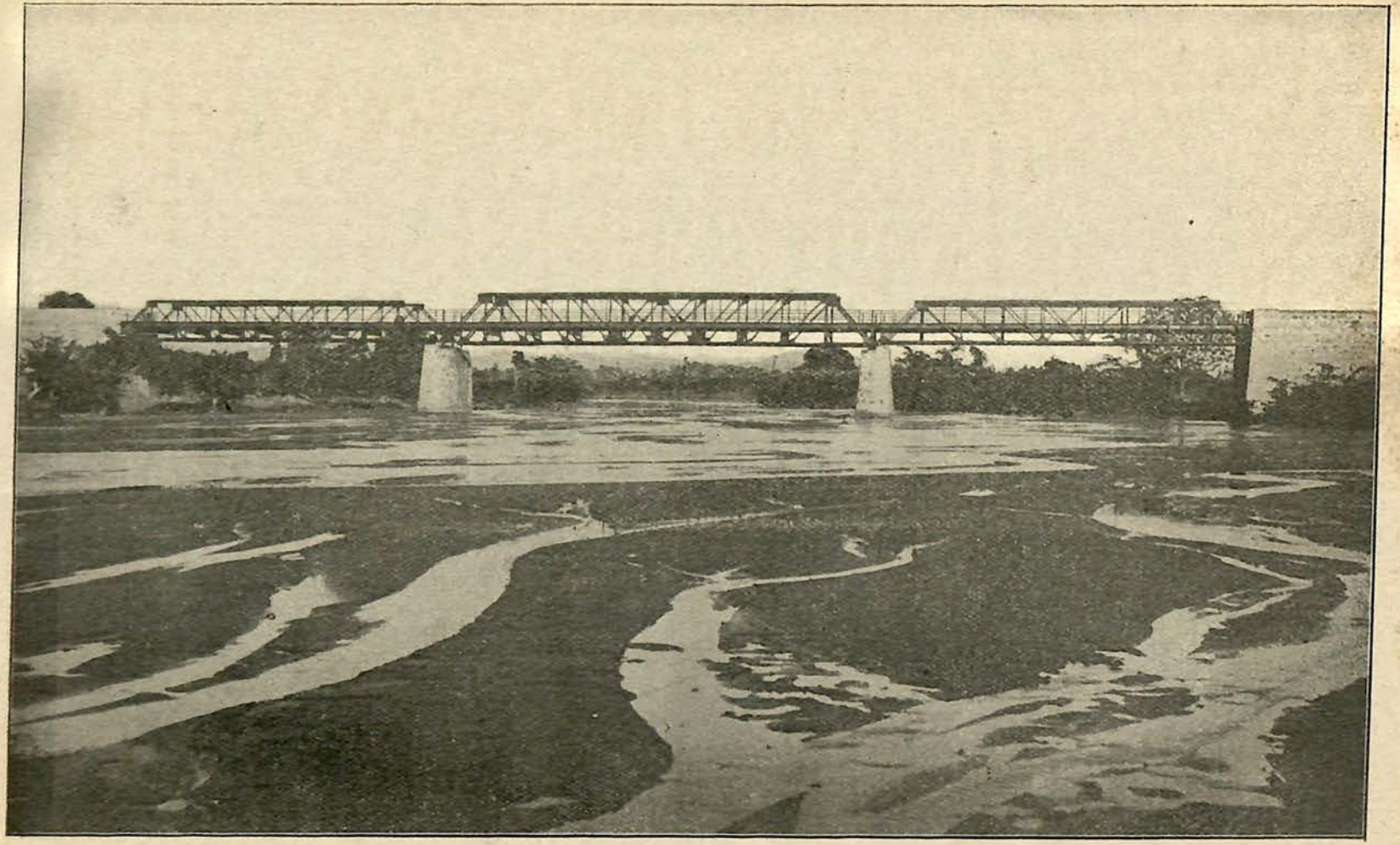
Ganja.

The area under *ganja* cultivation increased by 28 acres to 105.3 acres and 725 maunds of *ganja* were produced in the province as against 487 maunds in the previous year. The rest of the supply came from Bengal as in

previous years. The total revenue from *ganja* increased by Rs. 133 to Rs. 25,39. The consumption of *bhang* decreased from 7,237 seers in 1931-32 to 6,647 seers. There was a decrease of 572 seers in the district of Gaya alone; it is reported to be due to the smuggling of wild *bhang* from the districts of the Tirhut Division. In some districts poor folk who could not afford to purchase *ganja* on account of its high price smoked *bhang* as a substitute for *ganja*.

Opium.

The consumption of opium decreased in all the districts and the total revenue fell from Rs. 26,71 to Rs. 25,46. The decrease in consumption is partly due to the restrictions imposed by the Bihar and Orissa Opium Smoking Act. Twenty-four cases of unregistered smokers were detected during the year. Five cases of smuggling opium were detected during the year. In one case in the Patna district 1 maund 25¼ seers of crude opium was seized. Propaganda against the practice of administering opium to children was continued by educational and health officers. The arrest of a gang of cocaine-smugglers at Bhagalpur last year reduced this form of crime during the year under report.



Halwai Bridge near Simdega (Ranchi).

CHAPTER IX.

The land and the people.

General description.

The lack of homogeneity in the structure of the province has been sufficiently pointed out in the previous reports. It is, therefore, not necessary here to do more than to quote the following extract from Chapter I of the Bihar and Orissa Census Report, which briefly gives the salient facts :—

" . . . . . naturally the province consists of three well-defined parts, each of which is more or less homogenous in itself and differs very widely from the other two, both in respect of physical features and in respect of the people who inhabit it. These three sub-provinces are Bihar proper in the north, the coastal districts of Orissa in the extreme south-east, and the Chota Nagpur plateau covering the whole of the intervening country . . . . Bihar proper comprises the eastern portion of the Gangetic valley and is bounded on the north by the lower spurs of the Himalayas. It is a purely agricultural tract and, thanks to the good offices of the Ganges and its tributaries, is quite exceptionally fertile. This part of the province is more densely populated than any other part. The Chota Nagpur plateau provides a great contrast to Bihar. It forms the north-eastern portion of the table land of Central India, and its undulating surface varies from about 500 to 3,000 feet above sea level. Such jungles as the province can boast are mostly to be found here, and cultivation is for the greater part confined to the valleys, where laborious terracing is frequently necessary. The plateau has great mineral wealth, which is still largely undeveloped. It is sparsely populated and is the home of many non-Aryan tribes. Between this table-land and the Bay of Bengal lies the third tract—Orissa. It is a low-lying strip of country, formed by the deltas of the Mahanadi, Baitarani and Brahmani rivers, and is peculiarly liable to disastrous floods." It may be added that the languages spoken in the three regions also differ. In Bihar the common language is Hindi; in Orissa it is Oriya while the people of Chota Nagpur plateau speak a number of non-Aryan languages such as Ho, Oraon and Mundari, though most of them also speak Hindi.

One of the results of the physical configuration of the province has been to hinder the development of communications. The river

Kosi cuts off the district of Purnea from the rest of North Bihar while the whole of North Bihar is effectively cut off from the rest of the province by the Ganges. The hills of Chota Nagpur make direct connection between the railway systems of South Bihar and Orissa difficult while Sambalpur and the coastal districts of Orissa are effectively separated by the hills and the jungles of the Orissa Feudatory States. The coastal delta of Orissa is further cut up into long narrow strips by the Mahanadi and its distributaries. In spite of these obstacles, there has been during recent years considerable development in the communications by road. In the cold weather it is possible, though often by circuitous routes, to reach every district headquarters from Patna by car; and the completion of the trunk road between Patna and Ranchi has supplied a long-felt need. Thanks to the advent of the motor bus, which may be seen plying in the most out-of-the-way places, especially in the dry season, local communications are much easier and more rapid than they have ever been.

Land revenue.

In addition to the physical, racial and linguistic differences, there is a lack of uniformity in the revenue administration as well as the tenancy laws in force in different parts of the province. There are three main Tenancy Acts : the Bengal Tenancy Act in force in all the districts of Bihar except the Santal Parganas; the Chota Nagpur Tenancy Act throughout the Chota Nagpur Division; and the Orissa Tenancy Act in the three districts of Balasore, Cuttack and Puri. The districts of Sambalpur, Angul and the Santal Parganas have separate tenancy laws of their own. The question of amending the Bengal Tenancy Act, specially the provisions regarding the right of transfer of *raiyati* holdings, the rights of landlord and tenants in trees on such holdings and the provision about *zirat* land has been considered for some time past. Various attempts have been made in the past to bring about the necessary amendments, but without success owing to lack of agreement between landlords and tenants. During the year, the Bihar United Party introduced in the Provincial Legislative Council a Bill to amend the Bengal Tenancy Act. The Bill has been referred to a Select Committee.

The revenue-paying estates in the province are divided into three main classes : permanently-settled estates, temporarily-settled estates and estates managed directly by Government. The greater part of Bihar and Chota Nagpur belong to the first category while the district of Sambalpur and the greater part of the three coastal districts of Orissa are temporarily-settled. The Government estates include the districts of Angul, large areas in the districts of the Santal Parganas, Singhbhum, Puri, Cuttack and Palamau and

smaller areas in most other districts. During the year under review, the total number of revenue-paying estates rose from 125,381 to 126,328, of which 112,539 were permanently-settled, 13,422 temporarily-settled and 367 under the direct management of Government. The increase of 947 was mainly due to partition in the first two classes of estates.

Mainly due to the revision of land revenue in the temporarily-settled estates in Cuttack and in the estates under direct management of Government in the district of Patna, the total current demand rose from Rs. 164.5 lakhs to Rs. 165.8 lakhs. The percentage of total collections to total demand in the permanently and the temporarily-settled estates was slightly better than last year; but the continued fall in the prices of agricultural produce and the partial failure of paddy and *bhadai* crops in most Bihar districts made it difficult for the smaller tenant in the Government estates to pay the rent which being paid direct to Government is in effect a revenue payment. The percentage of total collections to total demand of all estates fell from 92.75 to 92.15 while the total outstanding balance at the close of the year rose from Rs. 11.9 lakhs to Rs. 13.8 lakhs, of which an amount of Rs. 8.5 lakhs was outstanding in the Government estates.

Cess.

Owing to the slump in the coal, mica and lac trades the cess demands of the districts of Chota Nagpur decreased by more than half a lakh; but this decrease was more than counterbalanced by the increase in other districts, mainly resulting from the revaluations in the districts of Shahabad, Cuttack and Balasore; and the total current demand increased by Rs. 1.0 lakh to Rs. 79.7 lakhs. The percentage of total collection over current demand was 96.79, a figure higher than in the two preceding years.

Sale law.

In view of the prevailing economic depression the sale law was administered with great leniency, only 319 of the 14,528 defaulting estates having been put to sale and the Board of Revenue annulled a number of sales on the ground of hardship. It is significant of the times that the amount realized by sale was only four times the outstanding revenue as against 9.6 times realized in the previous year. The number of certificates issued under the Public Demands Recovery Act for the realization of rent due to Government increased from 7,828 to 10,474. During the year, the system of payment of land revenue by cheque increased in popularity, a little less than Rs. 10 lakhs having been remitted by cheque.

The general economic depression and the scarcity of cash among the agriculturists were also responsible for poor collection of rent in the wards and encumbered estates which are managed by the Board of Revenue on behalf of private proprietors. There were 67 such estates in the beginning of the year; two were released during the year and four others were brought under the management of the Board. The standard percentage of collection was reached only in seventeen estates, but the percentage for all estates taken together showed a slight improvement from 88.07 per cent in the previous year to 88.8 per cent. Mainly due to the Panchgachia and Taraknath estates which are very heavily involved, the total indebtedness of the estates rose from Rs. 50 lakhs to Rs. 53 lakhs. Most of the estates under the Court of Wards spent considerable sums on the improvement of land, medical relief and education. Particular mention may be made of the Bettiah estate, which spent more than Rs. 1½ lakhs on agricultural and sanitary improvements and more than Rs. 1 lakh on schools and dispensaries. The estate maintains a hospital for women and has recently started a child welfare and antenatal centre. In Government estates a sum of more than Rs. 1 lakh was spent on sanitary and agricultural improvements and considerable sums were spent on primary education and the improvement of roads and communications in the districts of Sambalpur, the Santal Parganas, Angul and Singhbhum.

Wards and encumbered estates.

At the time when the permanent settlement was made, Bihar and Orissa was less developed than Bengal and the value of land in many parts of the province was uncertain. The revenue fixed at the time, therefore, was very low and in Chota Nagpur where the permanently-settled estates cover 24,000 square miles or more than one-third of the total permanently-settled area, the revenue works out at only Rs. 7 to the square mile. Nor are the rents in this province high. The average cash rent for occupancy holdings is Rs. 4 or less per acre in all districts except the districts of Patna, Gaya, Saran and Shahabad. The district of Patna has the highest average of about Rs. 7-8-0 per acre. But the rates are not uniform, and in some places where lands were settled or produce rents were commuted to cash rents during the period of high prices, the rents are high. With the fall in the prices of agricultural produce, which are now on the whole about half the average of the prices for the years 1920 to 1930, the burden of cash rents has doubled and the cultivator is finding it difficult to pay the rent. It is fortunate that some far-sighted landlords are appreciating the difficulties of the situation and are making various concessions to the tenants. Others

Incidence of rent.

Relations between landlords and tenants.

have been compelled to adopt a conciliatory policy because after having been to the law courts and obtained decrees for rent, they found it very difficult to execute them. In most cases they had to buy the holdings which they could not re-settle except at very low rates. Wherever the landlords exerted pressure on their tenants for payment of rent, the relations between the two were strained. This was most noticeable in parts of the Bhagalpur Division and in Cuttack district. In the districts of Patna and Gaya, the relations between the tenants and landlords were strained in places owing to the prevalence of produce rents and the institution of commutation cases by tenants, partly as a result of neglect of irrigation works by landlords. In Gaya the ill-feeling was accentuated by unfair methods of appraisements of produce rents indulged in by unscrupulous servants of the landlords. The relationship of landlords and tenants in the rest of the province was on the whole satisfactory. Suits for the recovery of rent increased in number, but the number of suits for enhancement of rent fell. Cases against landlords for failure to grant rent receipts decreased in number, but the practice of not granting receipts for produce rents is still believed to be common. In Ranchi, special efforts are being made to stop the practice and action against the landlord is invariably taken whenever any case of failure to issue rent receipts comes to the knowledge of the courts. Formal complaints of illegal exactions by landlords continue to be rare; but in the instances when they did come to light, particularly in Orissa and parts of Chota Nagpur Division, suitable action was taken and it is hoped that the practices will stop.

Economic depression.

The price of culturable land continued to fall. In 1932, the total area of *raiyati* holdings with occupancy rights transferred by sale was 170,000 acres as compared with 151,000 acres in 1931 and 180,000 acres in 1930. The average price per acre paid for such land fell from Rs. 205 to Rs. 134. Evidence of general financial stringency is also found in the reduced demand for labour both in and outside the province. Owing to the decline in the demand for labour on the Assam tea gardens and the closing of mills in Calcutta the number of emigrant labourers, including their dependents, fell by 6,000 to 30,400.

Survey and Settlement.

In permanently-settled estates "Survey and Settlement" concerns itself only with the preparation of the village map, the recording of the respective rights of landlord and tenant in the land, and the preparation of certain statistics. Settlement of fair rents is also undertaken. In temporarily-settled estates, "settlement" or reassessment of land revenue is also made. Since the separation

of the province from Bengal, an area of no less than 42,000 square miles has been finally published, and the number of tenancies for which fair rents have been settled exceeds three and a half millions. In all the districts of the province, a record-of-rights has now once been made and in some it has been revised. In many districts specially in North Bihar, the records have become or are rapidly becoming out of date and it was proposed to start revision settlement operations in the district of Muzaffarpur and in Dhalbhum estate in the district of Singhbhum in the year 1933-34. One object in doing this was to reduce the overhead and supervision expenses, which would have been shared to some extent by the district of Ranchi where the survey and settlement operations are coming to a close. Unfortunately, however, the budget proposals for the proposed operations, were rejected by the Legislative Council.

During the year under report, the revision settlement in the Santal Parganas, Ranchi, and in the Porahat estate of the district of Singhbhum which were in progress at the end of the previous year were continued. The settlement in Orissa came to a close in September 1932 and the survey of Patna City municipality and the assessment to revenue of the public domain in the district of Shahabad were commenced in July and May 1932 respectively. During the survey year ending September 1932, a total area of 1,779 square miles was surveyed, the records of 2,395 square miles were attested and those of 1,784 square miles were finally published. The rents of 64,484 tenants were settled. Every effort was made to reduce the cost of settlement to a minimum, and as a result of a reward offered among the staff of the survey office for the best suggestions leading to simplification of procedure and economy, some useful suggestions were received and are being adopted. The idea of using air survey for revision settlements in this province was found unsuitable.

Forests.

One of the most important features of the Chota Nagpur Settlement was the attempt made by the officers to induce the tenants as well as the landlords to recognize the wisdom of preserving jungles. In places where the zamindar and the villagers had concurrent rights on the jungles, the result has been in the past an unfortunate competition between the two to take as much as possible out of the forests before they should disappear. In the settlement steps were taken to encourage landlords to have their forests reserved under the Forest Act. Where this was not practicable, the landlords and the tenants were induced to agree to divide the village forests into tenants' or landlords' *rakhats* (or reserves). These reserves will not be open to cultivation and for the first fifteen years cutting of

green wood or grazing of cattle will not be allowed. In the district of Ranchi an area of about 173 square miles has been reserved in this way so far, and in some places *panchayats* or village committees have been formed to protect the reserves from inroads by thoughtless villagers. It is hoped that a considerable portion of this area will survive as real reserve.

A great advance in the policy of preservation of private forests was made in August 1932 when the Legislative Council unanimously assented to a supplementary grant for working out a scheme of conservation of such forests in the district of Ranchi. Under this plan, the Government will enter into an agreement with the landlord to take a long lease for 35 or 40 years of those portions of forests which are considered fit for reservation. A forest settlement will be made in order to decide and record the rights of tenants in the forests; the cost of management will be borne by Government and the landlords will be paid during the period of the lease annual rent at the rate of one to two annas an acre according to the quality of the forest. If there is a profit on the management of the forest, it will be equally divided between the Government and the landlord. It is estimated that in this way an area of 78,000 acres of forests could be ultimately reserved. There has been a gradual awakening to the need of forest protection among the larger landlords and most of them are expected to take advantage of the proposed scheme. During 1932-33, leases were executed in respect of an area of 21,000 acres. For some years past the Bettiah Wards Estate in the district of Champaran and the Ramgarh Wards Estate in the district of Hazaribagh have had their forests either protected or reserved under the Forest Act. Valuable propaganda to arouse public interest in forest matters was done by the Bihar and Orissa Forest Association, a non-official organization founded at Ranchi in 1931. The Association started several school nurseries from which young plants are distributed free to the villagers for planting out on their own land.

Of the total area of 3,018 square miles directly managed by the Forest Department of the Government, 1,848 square miles are reserved, and 1,171 square miles are protected under the Forest Act. In addition to this, 677 square miles of protected forests are under the control of civil authorities. The bulk of the revenue of the department comes from the reserved forests which comprise the remoter, more extensive and better quality areas, while the protected forests are usually small blocks situated in the vicinity of cultivated tracts and are managed entirely in the interest of the local population, who enjoy extensive rights in them. To meet the demand for grazing by villagers 67 per cent of the reserved forests and about

94 per cent of the protected forests remained open to grazing by all cattle except sheep and goats. Nearly 4¼ lakhs of cattle were admitted in this way and it is estimated that the total value of timber, firewood, bamboo, grass and other forest produce given away to right-holders free of royalty or at concession rates would be Rs. 2,24,000. On account of the general trade depression and the heavy fall in the prices of timber and other forest produce, the Forest Department in this province has been running at a loss for the last three years. From November 1930 a vigorous economy campaign was introduced and in 1932 a special officer was appointed to enquire into the financial circumstances of the forest administration. His report was published in May and pointed out that so long as the present depression rests, there is little hope of showing a profit but considering the importance of the preservation of forests, it would be unsound to look upon the activities of the Forest Department from the narrow commercial point of view. In every country forests are regarded as great national assets. As it is, the financial position showed considerable improvement during the year under report. The total revenue fell only by Rs. 9,000 to Rs. 6,19,000 while the expenditure decreased by more than Rs. 1,31,000 to Rs. 6,32,000, the fall being due to the retrenchment in staff and other economies effected during the year. Full recovery of the financial position must depend on improvement in trade conditions.

Sal timber is the most important major forest produce and is sold in the form of logs or sleepers. The demand for the latter has decreased considerably during recent years. In 1932-33, 2.2 million cubic feet of timber and 8.3 million cubic feet of fuel were extracted, the triennial averages being 2.5 and 8.3 million cubic feet respectively. Of the minor produce the most important are *sabai* grass and bamboos. The latter occur in very large quantities in the forests of Angul and Sambalpur and afford scope for expansion if they are exploited for paper manufacture. The opening up of part of the Palamau forests by the construction of the Central Indian Coalfields Railway also shows promise of future development.

The year was a favourable one from the point of fire protection. 96.3 per cent of the total area of the reserved forests was successfully protected against fire. The fires in the remaining 3.7 per cent were mostly ground fires and did not cause much damage, occasional showers keeping the forest damp.

Irrigation.

There are four main canal systems in the province, namely the Son Canals in South Bihar, the Dhaka and Tribeni Canals in North Bihar, and the

Orissa Canals. The total area irrigated during the year was 893,000 acres as compared with the triennial average of 885,000 acres. The increase was confined to *kharif* irrigation on the Son, Dhaka and Tribeni Canals, acreage on the last-named having reached the highest figure (93,000 acres) since its opening in 1911-12. On account of the low supply in the river Son and the deficiency of rain, difficulty was experienced in meeting in full the demand for irrigation on the Son Canals. But the situation thus caused was tided over by special arrangements in the *Tatil* system of irrigation and the crops were mostly saved. In Orissa, however, the rainfall was normal and there was no heavy demand for canal water; but the recent reduction of rates was appreciated by the cultivators who renewed during the year a large number of leases lapsed in previous years.

The Orissa and Son Canals are also used for navigation. In Orissa, where the development of trunk roads is made impossible by unbridged and unbridgeable rivers the canal navigation is particularly important. The easiest means of communication between Cuttack and Kendrapara is by motor boats which run daily on the Kendrapara Canal, and considerable amount of goods traffic passes by water to the small port of Chandbali in the district of Balasore. On account of the general depression, the total receipts from navigation tolls remained below the triennial average of Rs. 1,26,000; both the volume of traffic and the total receipts, however, showed an increase over the last year's figures. The total boat tonnage for the year was 375,000 tons as compared with 334,000 tons in the previous year and the total receipts increased by about Rs. 500 to Rs. 1,16,000. Taking all the canals together, the gross receipts from irrigation as well as navigation amounted to Rs. 38 lakhs. The total working expenses were Rs. 16 lakhs to which must be added the interest charges amounting to Rs. 20½ lakhs paid to the Government of India on capital expenditure. In the result, therefore, there was a net surplus of Rs. 1½ lakhs which when compared with a deficit of Rs. 8,000 of the previous year is satisfactory.

The Irrigation Department is also responsible for maintaining drainage and embankments for flood protection. There were no important floods during the year under report except perhaps a temporary but sudden rising of the Kosi river in North Bihar, and no serious damage was done to embankments or canals. The most important event in drainage construction was the completion during the year of the flood relief cut from the Sur Lake near Puri to the sea. The utility of the project was well demonstrated during the recent high floods of Orissa.

In pursuance of the proposals of the Retrenchment Committee, the Government decided to amalgamate from the 1st of April 1933 the Irrigation and the Roads and Buildings branches of the Public Works Department. This is expected to result in a saving of nearly Rs. 1,10,000 per year.

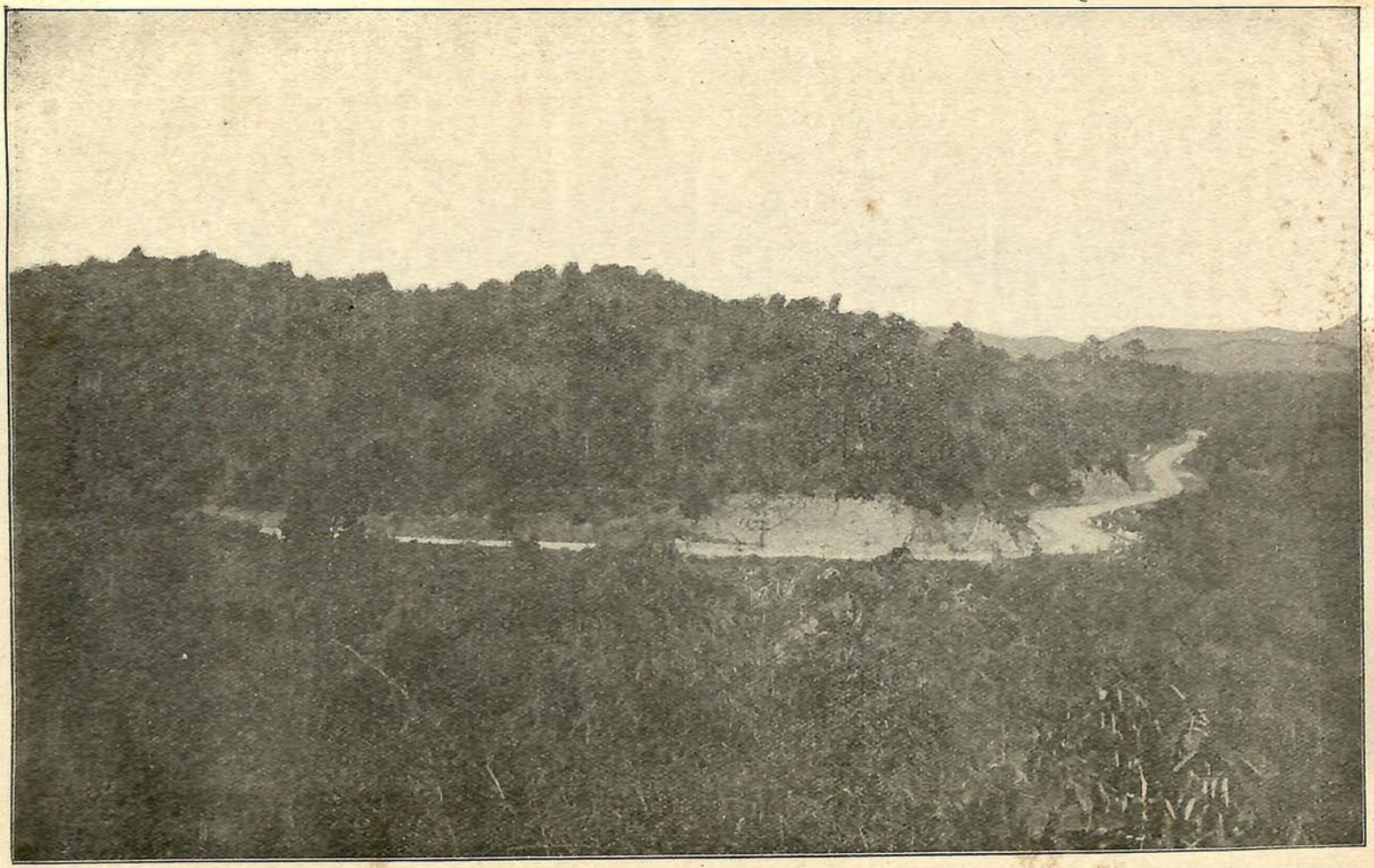
Communications.

The total length of roads in the province is 33,000 miles, of which a length of 4,300 miles is surfaced. The Public Works Department maintains 1,461 miles of surfaced and 212 miles of unsurfaced roads. Almost all these roads are motorable in the dry season. The most important road project which has engaged the energies of the department from 1930-31 is the arterial road connecting Patna with the Grand Trunk Road at Singrawan in the district of Hazaribagh which was opened to light motor vehicles in October 1932. The work was made possible by the subventions made by the Government of India from the Road Development Fund. Another project which is to be financed from the same source and which was sanctioned during the year under report was the construction of a road connecting Patna and Arrah via Koilwar where the existing combined railway and road bridge will enable motorists making a detour from the Grand Trunk Road, to cross the Son without entraining.

No new building project of any importance could be undertaken during the year on account of the financial stringency.

As in the previous year, the total mileage of railways in the province remained at 3,548 miles, of which 2,046 miles were broad gauge. Earlier in the chapter mention was made of the importance of the motor bus as a means of communication all over the province. The total number of buses plying for hire in 1932 was 723 while the number of taxis increased by more than 40 per cent to 872. The total number of motor vehicles registered during the year was 5,750. Bicycles can now be obtained at the ridiculously low price of Rs. 25 or so, and are increasing in popularity. In every town of any importance, *ekkas* (tumtums) ply for hire at cheap rates, and are extensively used for going to places within a radius of about 20 miles and supplement the motor buses on roads which the latter are not permitted to use. In goods traffic, however, the bullock cart continues to hold its own against its more modern rivals and in a few places such as villages surrounded on all sides by paddy fields goods are still carried to market on pack-bullocks.

To complete the picture it may be added that there is one post office to every 65 square miles of area and one thousand of literate population in the province (including the States); and the towns of Patna, Arrah, Gaya, Ranchi and Hazaribagh are connected



A view of Ghat Section—Debour-Kodarma Road.

by trunk telephones. Jamshedpur and Jharia collieries are similarly connected and there is telephone connection also between Bhagalpur and Monghyr.

CHAPTER X.

Agriculture and Co-operation.

General: Weather and crop.

The price of agricultural produce remained at a low level. The diagram on the opposite page shows that except in the case of wheat the general level was lower than in 1931, but the fall was not so steep which perhaps indicates that the market was steadying down to some extent. The rainfall on the whole was below normal and the distribution irregular which adversely affected the *bhadai* crops and rice specially in the Tirhut Division. On the whole, however, the crops were fairly satisfactory. In North Bihar, white sugar factories relieved the situation considerably and cane cultivators are reported to have received about a crore of rupees in cash for the crop.

Insufficient and irregular rainfall during the monsoon months affected adversely the autumn crops in the districts of Purnea, Bhagalpur, Angul and Sambalpur. In the rest of the province, however, the *bhadai* harvest was generally fair. The outturn was estimated to be 85 per cent of the past 10 years' average; the total yield of maize and autumn rice was estimated at 561,800 tons and 935,800 tons respectively.

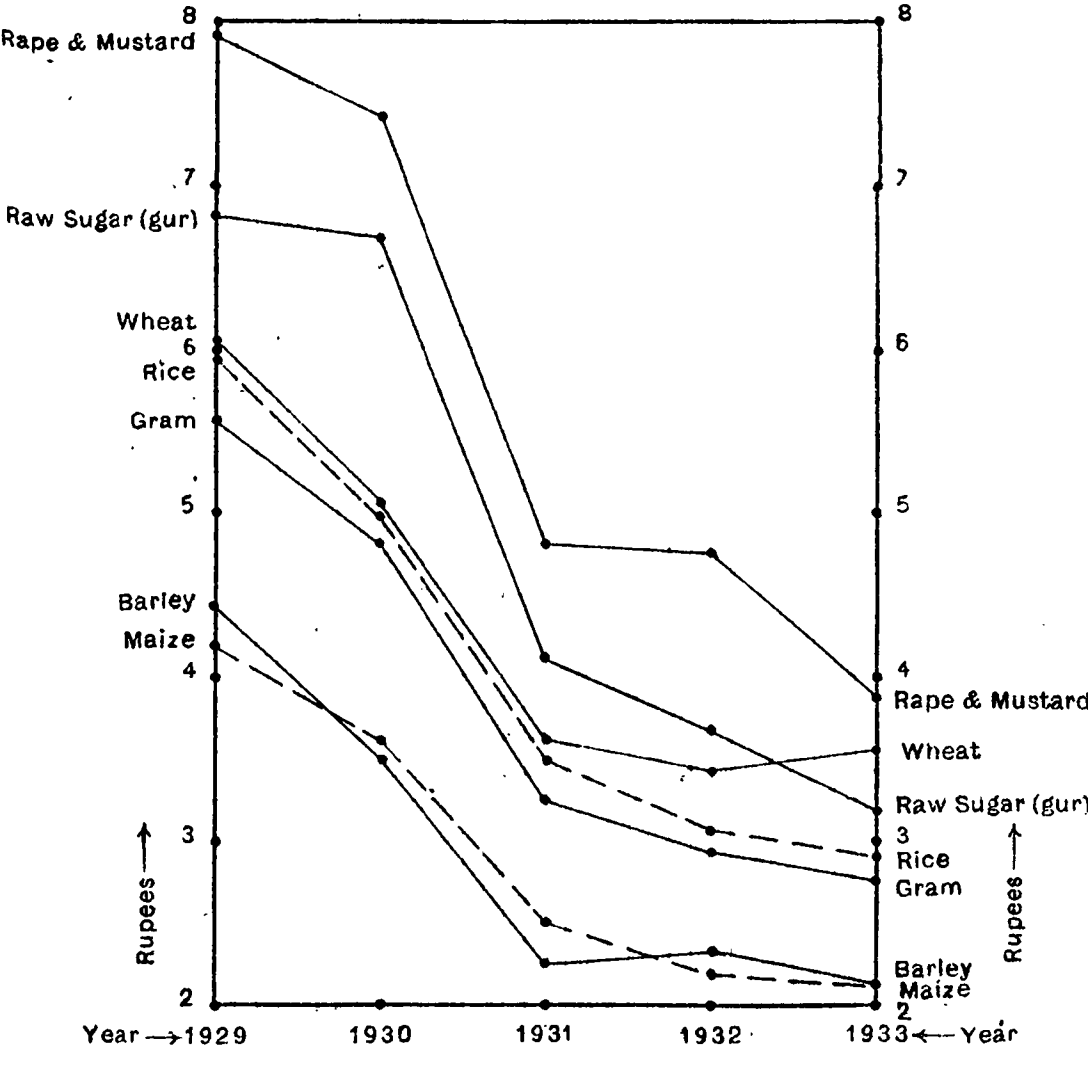
Winter rice.

Winter rice is the most important crop in the province and is grown over an area of ten million acres. Weather conditions on the whole were unfavourable for the crop in Bihar and particularly in the Tirhut Division, where insufficiency of rainfall in the month of August interfered with transplanting operations. Again in October the rainfall was only about half of the normal all over the province, and but for some beneficial showers in November, would have proved highly prejudicial. The final estimate of the crop was 76 per cent on an area of 10 per cent less than the normal area. The total yield was estimated at 3,250,570 tons against 4,515,590 tons in the previous year.

***Rabi* crops.**

Bihar is the chief *rabi*-growing tract, but spring crops are also valuable in the districts of Cuttack, Palamau and Hazaribagh. Rain, frost and hailstorm in January and February caused some damage to the crops in parts

Graph showing price per standard maund in rupees of important agricultural commodities from 1929 to 1933.



of the province. The outturn of the wheat crop was estimated at 91 per cent; spring oil-seeds at 90 per cent, of castor at 99 per cent and of other *rabi* crops at 88 per cent. The total yield for wheat was estimated at 492,500 tons and of other *rabi* crops excluding oil-seeds and castor at 3,392,700 tons.

Jute.

Jute is grown in the districts of Champaran, Muzaffarpur, Darbhanga, Bhagalpur, Purnea, Santal Parganas, Cuttack, and Balasore. The most important of these is Purnea where the weather conditions were not favourable. Elsewhere the conditions were reported to be fair. The rise in the price of jute fibre encouraged larger sowings and the area under the crop increased. The total outturn of the crop was estimated to be 408,200 bales as compared with 342,200 bales in 1931-32.

Sugarcane.

Bihar and Orissa is the third largest sugarcane-growing province in India and produces nearly half the factory white sugar produced in the country. The opening up of a large number of sugar factories as a result of the protective duty on sugar, has made the sugarcane crop one of primary importance to the agriculturists. The weather conditions were favourable and the crop was on the whole good. The total yield in terms of *gur* was estimated at 312,535 tons which shows a slight increase over the previous year's figure.

Linseed.

Of the oil-seeds, linseed has assumed considerable importance as a result of the preference given to it by the Ottawa agreement. Bihar and Orissa with a normal acreage of 6½ lakhs is one of the largest growers of this oil-seed in India. During the year under report about 75 per cent of the normal area was under this crop and the outturn was estimated to be 92 per cent of the normal.

Cropped area.

The total area cropped during the year was 24 million acres, of which more than 5¼ million acres were cropped more than once. The gross area, therefore, decreased by about ¾ million acres, the main decreases being 5 per cent in winter rice, 13 per cent in autumn rice and 25 per cent in indigo. On the other hand, the area under maize and jute rose by 7 and 5.5 per cent respectively. The area under *rabi* crops also increased to some extent mainly because the weather conditions at the sowing time were favourable. *Rabi* crops were also grown on part of the lands on which paddy could not be grown for want of sufficient rain.

Agricultural research: rice.

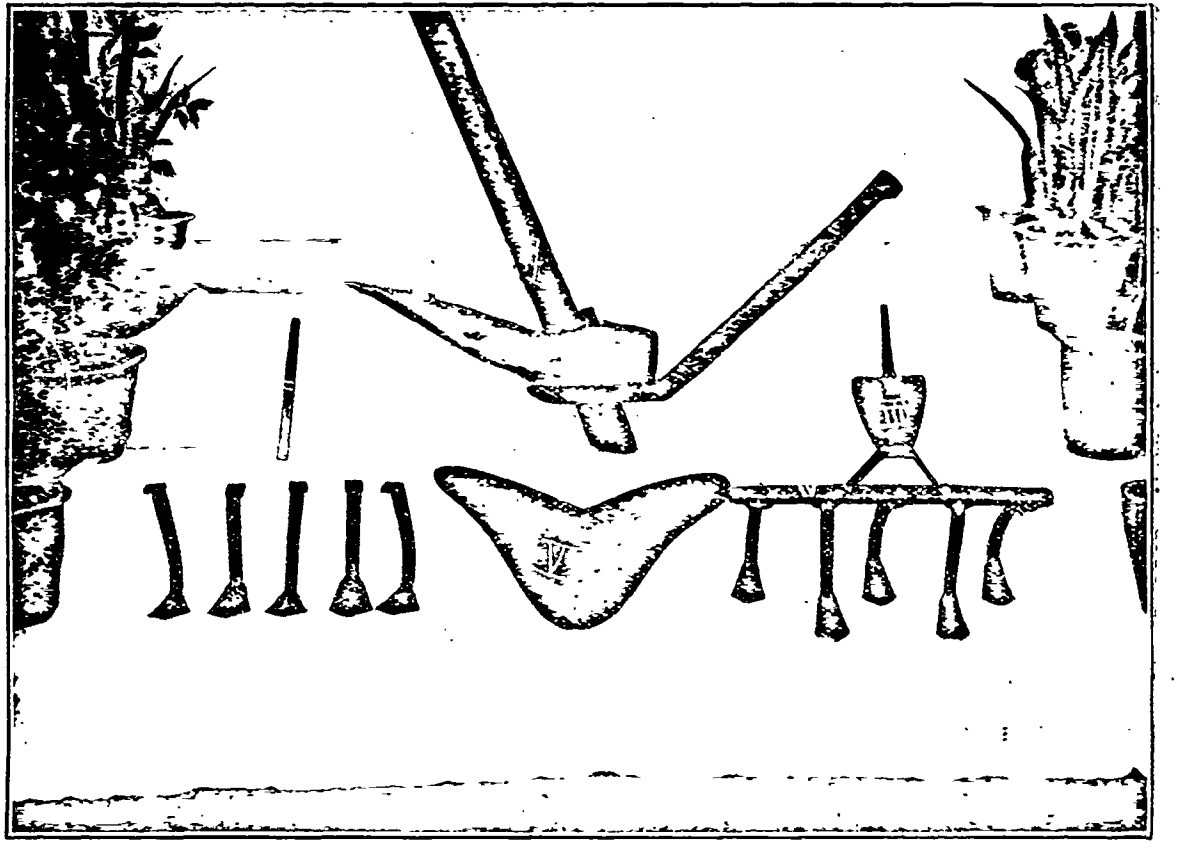
Mention was made in this report last year of the schemes of scientific research on rice and sugarcane and of the scheme to design a suitable power-driven cane crusher. These schemes are financed by the Imperial Council of Agricultural Research and came into operation during the year under report. The rice research station is situated at Sabour but to facilitate the study of the various types of paddy under different climatic and soil conditions, a sub-station was opened at Cuttack in Orissa during the year. In 1933 two more sub-stations were opened at Kanke and Gaya in Chota Nagpur and the black soil area of South Bihar respectively. Unfortunately the work could not get going fully until after the harvest of 1932 was over and unfavourable weather conditions throughout the year hampered progress. Part of the work necessarily covered old ground; but considerable advance was made with the survey of the provincial types of paddy, sampling of different soils and the study of the appropriate age and spacing of seedlings at the time of transplantation. More valuable results may be expected in the near future.

Sugarcane.

The main sugarcane research station is situated at Musehri near Muzaffarpur. The primary object of this research scheme is to produce improved cane varieties to suit different local conditions in the province. The behaviour of some 40 Coimbatore seedlings were studied in detail, and attempts were also made to breed new varieties by crossing. The results obtained so far are satisfactory and give promise of better ones in the near future. A power-driven mill to crush hard-rinded canes of the improved type, which are now grown in over 80 per cent of the total area under sugarcane, was completed and put on the market and a similar but smaller mill more suited to the needs of the small grower is under construction.

Other activities of the Department of Agriculture.

The work of the development of agriculture for the cane-grower, however, does not end here. Although there were as many as nineteen sugar factories working in North Bihar during 1932-33, about 21 per cent of the cane produced in North Bihar was converted into *gur*, while it was estimated that in South Bihar even after meeting the requirements of the five factories which were expected to work in 1933, more than $1\frac{2}{5}$ million tons of sugarcane would still be left over. It was realized that unless a simple and inexpensive method of making white sugar could be devised and made known to the cultivator, a considerable portion of the crop was likely to be converted into *gur* fetching very low prices. Efforts were, therefore, made to evolve a simple process of making



" Sukhada " Implements.

tao by the open pan method and tests carried out so far indicate that a very suitable method may be discovered. For the benefit of the poorest class of cultivator, a very simple process of making brown sugar has been perfected and is regularly demonstrated by the field staff. Besides, five new schemes of work were prepared and three of them were approved by the Imperial Council of Agricultural Research during the year. They are a fruit-culture scheme, a subsidiary sugarcane scheme for South Bihar and a scheme of investigation on the cost of growing sugarcane and crops grown in rotation with it in Bihar and Orissa. Valuable work was also done on the yellowing of cane and on the value of natural and artificial manures.

Five central farms and eighteen subdivisional farms continued to do useful work. The results of fundamental research are tried on these farms under different local conditions. The smaller farms also serve as demonstration and propaganda centres. The farm at Byreah in the Bettiah Wards Estate was of value in demonstrating that the methods advocated by the department are practical and economically sound. In Orissa valuable work was done in flood-resisting types of paddy and on the production of better and newer varieties of fruit. At Angul the oranges gave an excellent crop. Berseem and "Elephant" grass which are extremely valuable as fodder crops were grown successfully at all the major farms and there was a fair demand from the cultivators for the seed of the latter. Improved implements retained their popularity in North Bihar. A very ingenious set of attachments for the country plough, consisting of a three or five-tined cultivator, a broad share and a furrower was designed in South Bihar. The implements are cheap and simple in design without any bolts or nuts and if used extensively are calculated to lower considerably the cost of cultivating such crops as sugarcane, tobacco, chillies, potatoes, etc. The photograph on the opposite page shows the details of the attachments. To this record of all-round progress may be added the fact that the expenditure on the experimental farms has been reduced considerably and an attempt is being made to make them self-supporting.

Propaganda.

Another and equally important part of the activities of the Department of Agriculture is to popularize the results of scientific research by demonstration and propaganda. The prevailing financial conditions restricted these activities to a certain extent. Assistance for demonstration work was taken from the overseers and the trained labourers from the farms. The co-operative banks and societies also rendered valuable help in the carrying out of demonstrations and the supply of improved seeds, implements and manures.

Altogether over 9,300 demonstrations were made during the year. Prizes were distributed by the department at a number of exhibitions and cattle shows and propaganda was done by means of popular leaflets and bulletins in the various languages of the province. The Provincial Agricultural Association was revived during the year and under its auspices the publication of a vernacular journal has been started.

In the absence of an agricultural college in the province, students are sent to Nagpur and Cawnpore colleges where eight stipendiaries made satisfactory progress during the year. Besides the training of their own staff, six private individuals and a number of men deputed by the co-operative department received training at the experimental farms. Agricultural instruction at the Bikram middle school was also reported to have shown good results.

Live-stock.

Though the province stands second only to Bengal in the number of cattle per unit of cropped area, the quality of the cattle is very poor. The department has made valuable efforts to meet the two main requirements, viz. the provision of improved fodder crops and the introduction of better breeds. A pedigree herd of *Sahiwals* is maintained at Kanke and another of Murrah buffaloes at Sepaya. At the former place work was started on *Tharparkars* and an attempt was made so to regulate the number of cows served each month to ensure a uniform supply of milk throughout the year. About 700 local buffalo cows were served during the year at Sepaya. At Patna and Sabour, work is being concentrated on the *Hansi Hissar* type of animals while at Cuttack the mongrel herd was reduced considerably and it is proposed to try the Kheri breed which conforms more or less to the local type.

Forty-seven stud bulls were also maintained by the local bodies under the supervision of the Veterinary Department. The number was reduced by casualties to 40 at the end of the year. More than 88,000 useless scrub bulls were castrated during the year, and to encourage breeding of better type on a more extensive scale it was decided to distribute the surplus bulls bred on the Patna cattle farm free of charge to district boards, and at a minimum cost of Rs. 50 to other local bodies or farms. The number of bulls so distributed or sold during the year was 8 and 11 respectively.

Cattle-disease.

As in the previous year contagious cattle-diseases were common all over the province. 5,063 outbreaks were reported, of which more than 95 per cent of them were attended by the veterinary staff. Mainly due to the promptness with which preventive action was taken,

the general health of the cattle on the whole remained satisfactory. The two districts which suffered considerably were Ranchi and Sambalpur where the district boards could not provide sufficient funds for preventive inoculation.

Altogether 89,198 animals were attacked and 20,896, i.e. 23.4 per cent died. The percentage of deaths in 1930-31 and 1931-32 was 29.8 and 27.1 respectively. Improvement in reporting by chaukidars as well as other agencies, and the increased opportunities of coming into contact with rural areas afforded to the department by the field dispensaries were no doubt partly responsible for this improvement. Rinderpest, hæmorrhagic septicæmia and foot and mouth disease were more or less general but the loss of cattle due to the last-named disease was insignificant. This disease attacked 46,661 animals, of which 173 died, more than 65 per cent of the deaths occurring in the district of Sambalpur which was badly affected. On the other hand, rinderpest attacked 35,667 animals, of which 15,215 died. More than 10,000 deaths occurred in the Central Range while the worst-affected district was Santal Parganas where the disease was responsible for as many as 3,300 deaths. There was no death from rinderpest in the district of Puri. There were fewer outbreaks of hæmorrhagic septicæmia, the number of animals attacked and deaths caused by this disease being 5,572 and 4,230 respectively. Of the other contagious diseases, black quarter caused 475 deaths and anthrax 369.

Most of the local bodies were able to meet satisfactorily the demand for sera and vaccines and the number of inoculations rose by 30,000 to 164,000. More than 100,000 cattle were protected against rinderpest by means of serum alone. But the methods involving the use of serum are too expensive for large-scale work and experiments were carried out during the year on goat virus vaccination. The results obtained so far are most encouraging.

Veterinary hospitals.

In addition to 2,665 patients treated at the Patna Veterinary College hospital, 83,273 were treated at the thirty-three veterinary hospitals during the year while the field dispensaries gave treatment to 76,313 animals more. These dispensaries were started in the beginning of 1932 and have proved very useful in bringing the department in close touch with the cultivator. Their work has been keenly appreciated and as many as 138 such dispensaries were running at the close of the year under report.

The Veterinary College.

There were 44 students at the Bihar and Orissa Veterinary College, of whom 15 belonged to places outside the province. In all 34 came out successful in the annual examinations. Of the fifteen students who

took their diplomas, two gained distinction in Veterinary Medicine. Post-graduate courses were also started from July. The Veterinary Disease Investigation Officer who was appointed during the year under report carried out important tests on the herds at Sepaya and Kanke.

Cruelty to Animals.

The Society for Prevention of Cruelty to Animals extended its operations to 19 municipalities during the year. There were in all 1,700 convictions for cruelty in this province. The Inspector-General of Police can now authorize the cruelty inspectors to seize an animal offended against without the help of the local police. This should make the administration of the Prevention of Cruelty to Animals Act more effective.

Co-operative Societies.

The outstanding event in the history of the co-operative movement in the province during the year was the publication in April of the report of the Committee on Co-operation, which was appointed in 1931 to review the present condition of the co-operative institutions and to make recommendations for the improvement of co-operation in the province. The Committee made a thorough and careful enquiry into the various aspects of the movement in the province and made a large number of important recommendations, which were still under examination by Government at the close of the year.

The main recommendation on the financial side was the separation of long-term credit from short or medium term credit. The Committee pointed out that the deposits of the central banks were mostly for short terms and it was financially unsound to finance long-term loans out of them. In the beginning of the movement unfortunately some insistence had been laid on the liquidation of the whole of the prior debt of the members and loans, though not so often, had also been given to them for buying more land; and it was estimated that at least 60 per cent of the outstanding co-operative loans were of these kinds, i.e. really long-term loans. The Committee, therefore, proposed that in future the co-operative societies should confine themselves to short-term business; while the problem of long-term finance should be solved by the establishment of land mortgage banks. Until this could be done, the finances of the movement should be strengthened by the issue of debentures by the Provincial Bank. Steps were taken to give effect to this suggestion in August when the Government obtained the sanction of the Legislative Council to guarantee interest on such debentures up to a total face value of Rs. 20 lakhs. The Committee further expressed the view that provision should be made for effective control on the borrowing policy of the credit

societies and that the loans should be based rather on the capacity of the borrower to repay out of income than on his total assets. Accordingly the Government have vested the Registrar with statutory power to prescribe the conditions on which loans may be granted and to reduce maximum borrowing limits where necessary. This should check over-financing and would also provide the necessary element of elasticity which cut and dried rules lack. Two other recommendations of the Committee were the strengthening of the machinery for the recovery of dues and the relaxation of restrictions on the transfer of holdings. The latter would enhance the security of agricultural credit; but this is a matter closely bound up with tenancy legislation which it is not easy to carry out.

On the non-financial side the Committee pointed out that the principal defect of the movement so far had been that except in rare cases the primary societies had concerned themselves almost wholly with the organization of credit. They thought that so long as the societies remained under the tutelage of the central banks, this result was more or less inevitable. They, therefore, recommended that a development staff, as distinct from the banking staff, should be created and should, under the control and supervision of small local committees of keen co-operators, concentrate their efforts on stimulating not only knowledge of co-operative principles but a genuine desire for village welfare in all possible forms. In order that co-operative effort may not be wasted for want of proper training, the Committee urged the need for providing better facilities of training the honorary workers and the staff employed in the movement and made definite suggestions to show how the present facilities could be improved.

By making some of these recommendations, the Committee merely confirmed the views already held in the Department; they did so conspicuously when they proposed that the All-India Co-operative Societies Act of 1912 should be replaced by a provincial Act, as had been done in Bombay and Burma and as was contemplated in Madras. In fact, a draft Bill prepared by the Registrar some time previously, was considered by the Committee, who made definite recommendations as to some of its provisions. They have been taken into account in the Bihar and Orissa Co-operative Societies Bill, which it is hoped soon to introduce.

The financial and economic conditions prevailing all over the world have rendered it necessary to exercise great caution in the registration of the new societies and to weed out the inefficient ones. On page 116 of their report, the Committee remarked " For the past four years the watchword has rightly been ' consolidation ' and the time is not yet when it should be changed to ' expansion ' "

and the following table which includes the figures for 1932 well illustrate the remark :—

—	Number of societies registered.	Rise or fall in the number of working societies.	Number of working societies at the end of the year.
1	2	3	4
1926	1,074	+1,043	8,264
1927	504	+323	8,587
1928	633	+601	9,188
1929	332	+128	9,316
1930	286	+88	9,404
1931	228	—95	9,309
1932	81	—255	9,054

The table shows that only 81 new societies were registered during the year and the total number of societies fell by 255. This was due to 331 societies being placed under liquidation during the year. The most important liquidation was that of the Gaya central bank which was once before actually placed under liquidation in 1926 in consequence of reckless financing and continuous mismanagement. Its registration was restored on its undertaking radically to reform the administration, but the mismanagement continued and economic depression only increased the difficulties, until it had to be liquidated. In spite of the large number of liquidations, however, the percentage of model, good and average societies showed a regrettable decline and the percentage of bad and hopeless societies increased from 13.3 in 1931 to 15.5.

One of the satisfactory features of the year, however, was the progress made by the Provincial Co-operative Bank. The working capital increased by about Rs. 5 lakhs to Rs. 82 lakhs. Deposits increased by more than Rs. 5 lakhs to more than Rs. 70 lakhs, 80 per cent of the increase being accounted for by the increased deposits from the banks and societies. The rate of interest on deposits for one and two years fell as low as 4 and 4½ per cent respectively, which is ½ per cent lower than the lowest rates ever previously allowed by the Bank.

The statutory reserve also increased by 6 per cent to Rs. 3¼ lakhs. The repayment by the central banks, on the other hand, was much below expectation, being only Rs. 5½ lakhs against

the estimated repayment of Rs. 14 lakhs. The responsibility for this lies on the practice, common in the early stages of the movement, of granting loans for long-term purposes, and on the increased burden of debt resulting from the fall in prices; but Government have now agreed to guarantee interest on twenty lakhs worth of debentures issued by the Bank and from the long-term capital so raised it should be possible to remedy this state of affairs to some extent by extending the outstanding loans and reduce the annual instalments to within the repaying capacity of the borrowers. On account of the increase in the rate which the Imperial Bank has decided to charge on the cash credit allowed by it to the Provincial Co-operative Bank, the latter was compelled to stop the operations of the cash credit account during the year under report.

The Gaya central bank, as has already been noted, having been liquidated during the year, the number of central banks and unions fell from 67 to 66. If the figures for the Gaya central bank be excluded from the figures of the previous year, the paid-up capital fell by about ½ a lakh partly due to the refund of the share money of liquidated societies. The working capital remained practically the same, being Rs. 225¾ lakhs, while the reserves increased by Rs. 1,09 to Rs. 17,21; but further strengthening of these reserves is still necessary. It is satisfactory to note that there was no further fall in the deposits which remained the same as in the previous year. The total deposits amounted to nearly 73 per cent of the borrowed capital which stood at Rs. 188½ lakhs. It is unfortunate that these banks cannot adjust their rates of interest to the rapidly fluctuating conditions of the money market because the practice of leaving the fixation of rates to the annual general meeting of the shareholders causes much delay. The necessity of maintaining adequate fluid resources continued in most central banks. The collections were poor, the percentage being only 10.1 against 15.7 in 1931 and the total amount of loans advanced to societies fell by 70 per cent to Rs. 6 lakhs. So long as the security for their loans remains good, the financial stability of the banks is not imperilled if they succeed in collecting the annual interest on the loans; and it is somewhat reassuring to find that forty-five banks were able to collect the whole or the bulk of the current interest demand. Twenty-seven of them also realized part of the overdue interest carried over from the preceding years. It seems hardly necessary to emphasize what is self-evident, that the banks which fail in their duty to collect the interest can entertain little hope of improving their financial position. There is some cause for satisfaction in the fact that loans for long-term purposes now form only a very small percentage of the total sums advanced by the central banks,

The economic depression has not affected only the credit side of the activities of the banks; they were compelled to restrict those activities also which aim at the improvement of the conditions of village life and at the creation of a spirit of co-operation and service. Fifteen banks employed *kamdars* and all co-operated with the Agricultural Department in the work of demonstration and propaganda. Some of these spent money on land improvement works, and in Bhagalpur considerable progress was made with an important irrigation scheme. In Angul a weaving school was opened during the year and the central union recruited seven families of expert silk weavers and settled them permanently at Angul. Some banks took part in improving village roads and sanitation, distributing medicines and organizing co-operative dispensaries. Wells were sunk in some areas in Orissa and various unions spread all over the province were responsible for opening forty-nine new schools. The societies organized with the particular object of helping rural reorganization have done much useful work specially in Chota Nagpur and Orissa. That these societies are creating a spirit of self-reliance and self-help may be illustrated by the following two examples. The Raghunathpur society of the Masmano group in Chota Nagpur was helped by the three members of the group to build a *bundh* which would protect a large area and would otherwise have cost more than Rs. 1,000. One of the " Whole Village " societies of the Cuttack district found that a virulent outbreak of small-pox had occurred in an adjoining village. The members at once held a meeting and wired for a vaccinator. Every one of them got vaccinated with the result that there was no death in the village.

Among the primary societies the number of agricultural credit societies decreased by 200 and their membership fell by more than 4,000. As societies with a small number of members tend to result in domination by a few members, a special effort to increase the membership is needed. The grain *golas* in Angul and the Santal Parganas continued to work satisfactorily. Of the non-agricultural societies, the traders' and artisans' societies, generally speaking, did not work successfully; but the Muzaffarpur Traders' Bank continued to attract deposits. Many of the stores and employees' societies worked very satisfactorily during the year.

The Bihar and Orissa Co-operative Federation maintained 93 permanent local auditors, and one propaganda and five assistant propaganda officers were mainly occupied during the year with the organization of rural reconstruction centres and with the training of members and *punches* of the societies. The training institutes at Sabour and Cuttack made good progress. The Federation

Congress, held at Monghyr, was presided over by Mr. F. L. Brayne, M.C., I.C.S., of the Punjab, who is well known for having organized rural uplift work in the Gurgaon and Jhelum districts. His presidential address inspired zeal for village reconstruction work and the Congress resolved that every central bank should open a centre for such work. Another resolution passed by the Congress accepted the recommendation of the Committee that the development and finance services should be separated; but the suggestion that the development staff should be responsible to local charge committees did not find favour and it was resolved that the purpose could be served by the executive committees of the existing divisional boards.

A sad event for the co-operative movement in the province was the death of Sir Sayid Ali Imam, K.C.S.I. In his death the movement lost a valuable guide and friend.

CHAPTER XI.

Commerce and Industry.

Progress of Industrialism.

While it is true that the profits of agriculture can be substantially increased by the introduction of scientific methods of cultivation and organized marketing of agricultural produce, there comes a point when such improvement is unable to keep pace with the increase of the population, and it becomes impossible for the land to support any more people or for the standard of living of the cultivator to improve. Because of the difference in the method of calculating the working population, the figures of the last census cannot exactly be compared with those of 1921, but they show that of the total number of workers earning a livelihood, 77 per cent are at present supporting themselves and their dependants by agriculture, while industry and commerce account for only 12 per cent. Of every hundred workers ten have a subsidiary occupation also. Moreover, of the 23 per cent of workers engaged in pursuits other than agriculture one-fifth are engaged in agriculture as a subsidiary occupation. The present fall in prices of agricultural commodities might have resulted in an exodus from agriculture into other industries if the latter had been in a position to employ more labour and if it were not a fact that even under the present conditions agriculture remains a secure and sufficient means of livelihood. But there is large scope for industrial development in Bihar and Orissa as time goes on: for Chota Nagpur is the richest of all the provinces of India from the point of view of mineral wealth. With respect to the steel and iron industry specially, the province occupies a unique position inasmuch as iron-ore, coal and fire-clay all occur within a comparatively small radius. In this respect even other large steel-producing countries do not enjoy the same advantage. In the Lake Superior region of the United States of America iron-ore has to be brought from a distance of 800 miles while the South Wales foundries get much of their ore from Spain and other countries.

The year under report—Coal.

On account of the prevailing economic depression, the industrial record of the year under report is bound to be somewhat gloomy. Coal-mining, which is by far the most important of the industries of the province, was hard hit by the lack of demand for

coal and a number of collieries had again to close down. Many of the others worked only three or four days per week during a considerable part of the year. The total output of coal in 1932 was 11.59 million tons as against 13.39 million tons in the previous year. The Bihar and Orissa coal mines fared particularly badly. The Jheria coalfield alone accounted for a fall of 1.21 million tons out of the total decrease, for the whole of British India, of 1.79 million tons. Part of the decrease at least was due to the disadvantage at which the coalfield is placed with regard to freight to distant parts of India. In the Bokaro and the Giridih coalfields in the district of Hazaribagh the output was voluntarily restricted at the railway collieries and the total decrease in output amounted to 0.44 million tons.

The price of coal was fairly steady at the beginning of 1932, but as the year advanced and the output of coal exceeded the demand, rates began to fall. In the Jheria coalfield the value per ton of coal put into wagons was Rs. 3 only as compared with Rs. 3-4-5 in the neighbouring coalfield of Raniganj. Thanks to the valuable propaganda done by the Indian Soft Coke Cess Committee, the quantity of soft coke manufactured at the collieries increased by about 5 per cent and about seven lakh tons of soft coke was despatched from the Jheria coalfield.

The total number of workmen employed in the coal industry in the province was 100,000 which is 9,000 less than the number employed in 1931. The percentage of women employed underground has been falling consistently during the past few years. In 1929 as much as 24 per cent of the total number of workmen employed underground were women; in 1932 the percentage fell to 15 only.

There was an increase in the number of cases of small-pox but the general health of the mining settlements was good. The Jheria Mines Board of Health continued to work satisfactorily. A new maternity and child welfare centre was opened for the Sijua area and conservancy and sanitation were properly attended to. The Jheria Water Board extended its water connections to five collieries during the year, the total number of connected collieries now being 168.

Wages were low, but in spite of the depressed conditions of trade the relations between employers and labourers were good. There were no strikes except one at the Jamadoba colliery, belonging to Messrs. Tata Iron and Steel Company. The strike lasted

133075

from 18th June to 16th July when work was resumed, the workmen agreeing to the proposed reduction in wages. It would be interesting here to examine in some detail how the present depression has affected the daily wages and the cost of living of the labourers. The following table gives the daily wages of different kinds of labour from 1929 to 1932. The figures are for the Jheria coalfields for which the cost-of-living-index figures are also available :—

		1929.	1930.	1931.	1932.	Total number of male workers in 1932.	Percentage of decrease in wages since 1929.
		Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.		
Underground.	Miners	0 13 6	0 13 6	0 11 6	0 9 9	17,629	29 per cent.
	Loaders ..	0 10 9	0 10 9	0 11 6	0 8 6	7,587	21 per cent.
	Other skilled labour	0 12 9	0 12 6	0 12 0	0 8 6	4,196	33 per cent.
	Other unskilled labour.	0 9 9	0 9 6	0 8 6	0 7 9	5,621	20 per cent.
	Females ..	0 8 6	0 8 6	0 7 6	0 6 6	6,837	24 per cent.
Surface.	Skilled labour ..	0 13 3	0 12 9	0 11 9	0 10 9	3,544	19 per cent.
	Unskilled labour ..	0 8 9	0 9 0	0 8 3	0 7 0	9,960	20 per cent.
	Females ..	0 6 9	0 6 6	0 6 3	0 5 3	4,792	22 per cent.
Average cost of living index at Jheria.		172	149	128	112	..	35 per cent*

Note.—Cost-of-living-index figures are for the financial years 1929-30, 1930-31, 1931-32 and 1932-33 respectively. For the purposes of comparison, however, they should suffice.

* This gives the decrease in the cost of living.

The above table accounts for 60,166 workmen out of a total of 63,810 employed in Jheria coalfield. Figures for certain classes of labour and " Open workings " have been omitted as they affect a very small proportion of the labour population. It will be seen that the fall in the cost of living has, on the whole, preceded and exceeded the fall in wages.

Iron.

Next in importance to the coal industry are the iron-ore mines in the district of Singhbhum. The depressed state of the market for pig iron resulted in a considerable reduction in the number of workmen employed, but the total output of ore increased by 79,000 tons to 667,000 tons. In 1929 the total output was more than twice this quantity. The Tata Iron and Steel Company at Jamshedpur were compelled to restrict their operations and reduce the workmen by about 6 per cent to 18,900.

Mica.

The districts of Hazaribagh, Gaya and Monghyr contain the most important mica mines of the world but owing to the continued decrease in demand a great number of mica mines closed down and many workers were thrown out of employment. No mica was produced in Monghyr. The output of the other two districts was only 1,200 tons as compared with 1,600 tons in 1931. The number of workmen employed fell from 12,000 to 10,000. The Bihar and Orissa Mica Act has been in operation for over a year and is believed to have done a good deal to check pilfering and illicit dealing.

Copper.

The copper mines of Mosabani in Singhbhum have continued to expand in spite of the present depression in trade. The output increased from 154,000 to 175,000 tons of ore, valued at Rs. 25 lakhs. Refined copper produced during the year weighed 4,443 tons of which 3,441 tons was consumed by the rolling mill in the production of yellow metal sheets.

Other minerals.

Other important minerals produced in the province are given below. The districts in which they are found are given in brackets against each and the total output in 1932 appears in the 2nd column :—

	Tons.
Manganese-ore (Singhbhum) ...	2,272
Chromite-ore (Singhbhum) ...	7,638
Stone, chiefly igneous rock (Gaya, Shahabad, Sambalpur, Monghyr, the Santal Parganas, Singhbhum) ...	465,243
Limestone (Shahabad, Ranchi, Singhbhum)	229,581
Slate (mainly from Monghyr) ...	1,538
Fire-clay (Manbhum, Sambalpur) ...	11,215
China clay (Singhbhum, Bhagalpur) ...	9,370
Sandstone (Shahabad)	13,601
Steatite (Singhbhum)	152
Kyanite (Singhbhum)	537
	Ounces.
Gold (Singhbhum)	50

Factories.

Under the Indian Factories Act this term includes only those manufacturing concerns which use power and employ at least 20 workmen. There were 283 such factories actually at work during 1932. The number of persons employed in them rose slightly to 65,515. There was a considerable falling off in the number of persons employed in the metal production and railway workshops and most of the rice, oil or flour mills either remained closed or worked for short periods only. The wire nail industry could not withstand Japanese competition in spite of tariff protection, and the electric cable industry experienced a good deal of difficulty for the same reason. The only bright industrial feature of the year in this province was the phenomenal growth of the white sugar industry, which was due to the protection afforded by the substantial import duty imposed on foreign sugar. Seven new factories were started during the year and twelve more were under contemplation. Two large factories were expected to work in South Bihar where there is plenty of scope for further expansion.

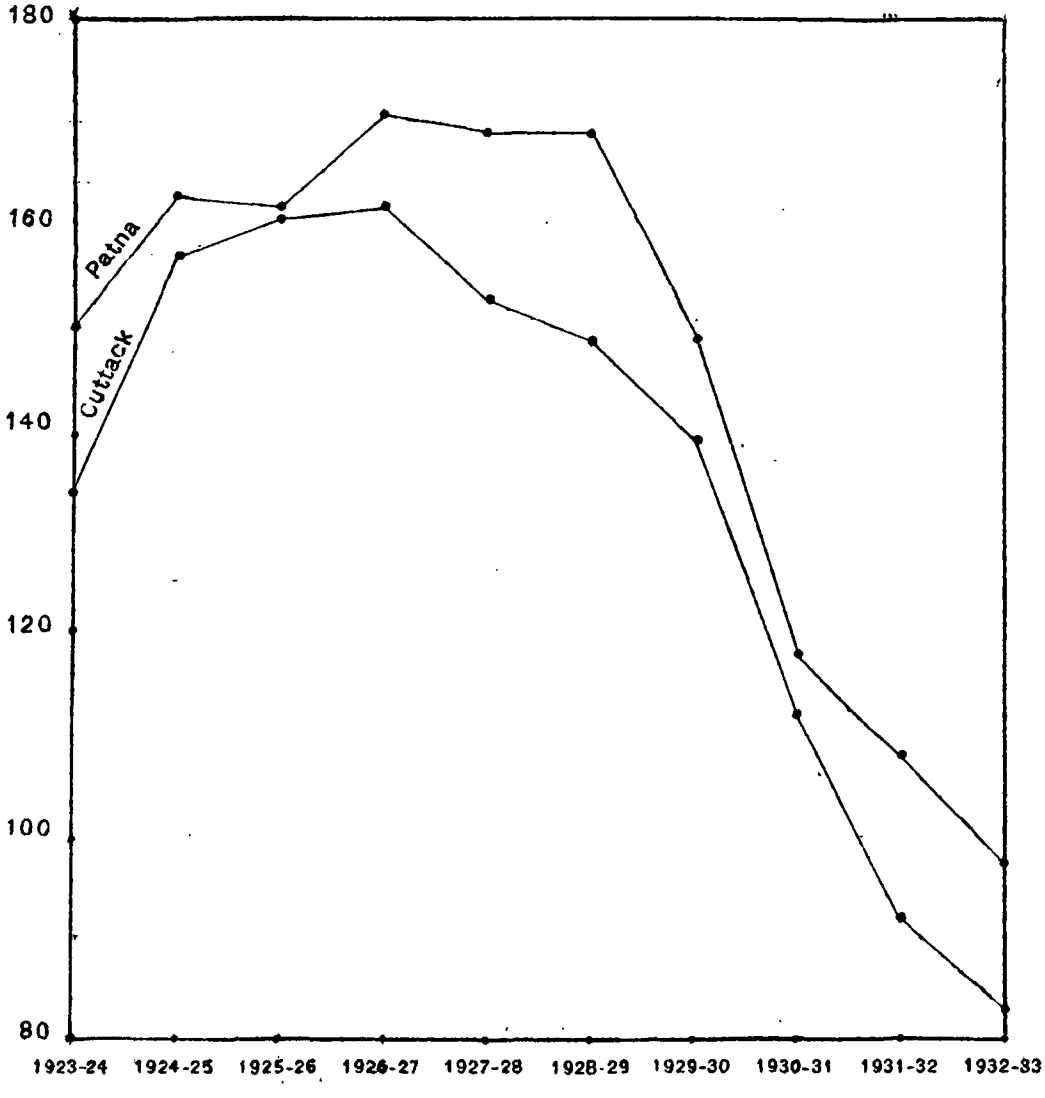
The total number of accidents in all the factories was 1,814 of which 20 ended fatally. The most important accident in the mines occurred at Messrs. F. F. Chrestien and Company's mica mine in the district of Hazaribagh. The timber supports at the bottom of a shaft caught fire and the fumes were carried by the ventilating current into the workings of the mine. Of the 38 men at work underground nineteen lost their lives. Detailed enquiry was made by the Chief Inspector of Mines and the fire is believed to have been caused by embers from a forest fire being blown into the shaft.

The Workmen's Compensation Act is reported to have worked well during the year under report. Its provisions are fairly widely known but there are still some workmen in North Bihar who are not fully cognizant of their rights under the Act. As a rule, the proprietors or agents of the larger concerns were generous in assessing compensation and prompt in making payments. There is not much of labour organization in this province and the total number of registered trade unions was only four. These too are reported to be in a moribund condition.

Cost of living.

The Department of Industries is responsible for publishing the cost-of-living-index numbers which are worked out for seven centres. There was practically no seasonal rise and fall in the cost of living which maintained a steady downward trend throughout the year. By the

Chart showing rise and fall in cost of living of the labouring classes at Patna and Cuttack as compared with pre-war normal period ending 1914 which has been taken = 100.



end of March 1933 it had fallen below the pre-war level by 8 per cent at Patna, 10 per cent at Jheria and Muzaffarpur, 24 per cent at Cuttack, 12 per cent at Ranchi and 7 per cent at Monghyr. Jamshedpur was the only centre where the cost of living was still higher than in 1914 the difference being less than 5 per cent. Jamshedpur was the dearest centre, while Cuttack was the cheapest. The diagram on the opposite page illustrates the rise and fall in the cost of living at Patna and Cuttack during the last ten years.

Cottage Industries.

The growing need for providing subsidiary occupation to the agriculturist has already been emphasized; and the development of handicraft and cottage industries is one of the chief concerns of the Department of Industries. To encourage and improve hand weaving which is by far the most important cottage industry of the province, demonstrations were conducted in 362 new villages and a large number of improved looms, dobbies and warping mills were introduced as a result. Weaving of finer counts of yarn and improved patterns of cloth were introduced in 203 villages. The use of modern dyes was demonstrated in a good many villages and technical advice was given by the experts of the Department to a number of teaching institutions and factories. The Cottage Industries Institute at Gulzarbagh continued to work satisfactorily. The *purdah* manufacturing section serves as a model of industrial organization suitable to local conditions. The yarn and patterns are distributed to contractors who have a number of weavers working under them or to weavers' co-operative societies. After the curtains are ready, the Institute buys them and exports them to Europe where they are becoming increasingly popular. During the year under report a number of old designs were scrapped and new ones were introduced. The quality and workmanship of the fabrics and the tastefulness of their designs will be evident when it is pointed out that in spite of the severe depression in trade, the sales of cottage industries textiles maintained the standard of previous years. The Department of Industries participated in the British Industries Fair in London in 1933, and very encouraging reports were received regarding the prospect for the sale of Bihar textiles, work and picnic baskets, durries and chair seats. Her Majesty the Queen was pleased to purchase this year Raffia baskets manufactured at Cuttack.

The progress of ericulture received a severe set-back owing to the abolition, as a measure of retrenchment, of the entire staff for district work. This was unfortunate specially in view of the great

advance made during recent years in Orissa where people are taking up ericulture as a home industry. But thanks to the efforts of an honorary organizer and the district board of Cuttack and some Co-operative Banks of Orissa, considerable interest was maintained. The Silk Institute at Bhagalpur worked satisfactorily.

Financial stringency was also responsible for considerable retrenchment in the pisciculture section. The fry-distributing centre at Ghatsila had to be closed down, while the Patna centre worked with a much reduced staff. The total carp fry distributed from the three centres working during the year, was 382,500 which is 4,500 more than the figure for the same centres in the previous year. Almost all the tanks for which fry was obtained from the Department were inspected by the staff and suitable advice was given to the owners to ensure successful results. There was a further decline in the export of fish during the year, the amount of fresh fish exported being 69,980 maunds against 88,659 maunds in the previous year. The corresponding figures for cured fish which are exported exclusively from stations on the border of the Chilka lake were 7,539 maunds and 9,160 maunds, respectively. Larvicidal fish were supplied by the Department of Industries to the Cuttack district board and other tank owners to try as a precautionary measure against mosquitoes and malaria.

Besides maintaining a technical library which is open to the public and which renders useful service in the dissemination of information relating to industrial, technical and commercial subjects, the Department of Industries answered a large number of enquiries from the public as well as Government officials, and gave technical advice on a variety of subjects. The engineering branch undertook the erection of machinery in some cases and visited a number of compounded and non-compounded mills. Mill-owners readily approached the Department for assistance whenever there was any serious trouble with machinery and in many cases timely assistance prevented heavy loss.

Technical Education.

Besides the Bihar College of Engineering at Patna there were twenty-one Government and aided institutions giving technical and industrial training of all kinds. This figure does not include the Indian School of Mines at Dhanbad, the Baniadih Industrial School and a few private institutions which are not maintained or aided out of the provincial revenues. The Jamshedpur Technical Institute is also excluded because Government aid to this institute was discontinued and the

reservation of seats for the candidates from this province was withdrawn. The total number of students attending the Government or aided institutions at the close of the year was 1,878 and the total expenditure incurred by Government on technical and industrial education was Rs. 5,20 against Rs. 5,44 in the previous year. The main object of these institutes has been to supply trained labour and to effect improvements in technique. It would pay industrialists to recruit men trained at these institutions instead of unskilled and untrained men. A number of men trained in handicrafts and weaving are able to set up business on their own and earn a good living. The graduates of the Bihar College of Engineering have now become eligible for recruitment to the Indian Service of Engineers, the Superior Telegraph Engineering and the Wireless Branch of the Indian Posts and Telegraphs Department. As a result of the combined Civil Engineering Board Examination held during the year students of the College secured two out of the four guaranteed posts in the Public Works Department. The State Technical Scholarships for study abroad remained in abeyance on account of the financial stringency. Four scholars returned during the year on completion of their training in mining, paper technology, jute manufacture and woollen technology. Three of them are reported to have secured employment. Six stipends were given to young men of the province seeking technical education and industrial training outside the province in subjects for which adequate facilities are not available within the province.

Electricity.

In spite of the economic depression the demand for electricity continued to increase. During the year under report Chapra and Monghyr were added to the towns supplied by electricity and the total number of public electric supply undertakings rose from six to eight. The sale of units at Patna increased from 3.572 million units in 1931-32 to 3.621 million units and in spite of the reduction of maximum rates as a result of the recommendations of an advisory board the profits of the company are on the increase. There was an increase in the consumption of electricity at all other centres. At the close of the year a license for supplying electricity in Arrah was on the point of being given and applications for similar licenses for Purulia, Deoghar and Dhanbad-Jheria were under consideration.

Limited liability companies.

The number of limited liability companies in operation at the close of the year was 100 and the total paid up capital was Rs. 127 lakhs. There were only 11 joint stock banks and four insurance

companies. Two of the latter were registered during the year. The other new companies incorporated during the year included five sugar mills.

The Imperial Bank of India with its ten branches and the Provincial and the Central Co-operative Banks provide facilities for banking and investing money, but so far as the middle classes are concerned the most important institution of the kind is the Post Office Savings Bank. There were 21 head banks and 1,017 sub-banks in the province and the number of Savings Bank accounts was 163,000 as compared with 147,000 in 1931-32 and 159,000 in 1930-31. Deposits increased from Rs. 183 lakhs to Rs. 195 lakhs, and the withdrawals decreased from Rs. 199 lakhs to Rs. 176 lakhs. The balance in Savings Banks at the close of the year was Rs. 274 lakhs. There was also increase of Rs. 5 lakhs in the amount invested in the Post Office five-years cash certificates. The deposits in Post Offices as well as in banks come mainly from the urban, middle and professional classes and Government servants. The ordinary well-to-do villager still prefers to invest his money in money-lending and the purchase of land and jewellery.

Maritime trade.

There was a marked decrease in the volume of trade passing through the port of Puri. Between October 1932 to March 1933 only one steamer called at the port and the total value of export trade fell from Rs. 60,378 to Rs. 6,993. On the other hand the port of Chandbali in the district of Balasore was busier than in the previous year. There was a much larger number of sailings to and from Calcutta. The value of imports increased from Rs. 8.83 lakhs to Rs. 9.50 lakhs and of exports from Rs. 4.78 lakhs to Rs. 4.80 lakhs. The principal articles of import were kerosine oil, betel nuts, manufactured cloth and tobacco, and chief exports were rice and raw jute. The number of passengers who arrived and departed by sea was 5,175 and 4,265 against 3,676 and 3,058 respectively. The steamer of the " Chandbali " Steamer Service Company now provides space for permanent passenger traffic and a new service called the Ramilla Steamer Service, has started to operate since November.

APPENDIX I.

A short summary of the Administration of Bihar and Orissa in 1933.

Changes in Administration.

His Excellency Sir James David Sifton, K.C.S.I., K.C.I.E., I.C.S., continued to hold the office of Governor of the province throughout the year. There were only two changes in the administration. The Hon'ble Mr. J. T. Whitty, C.S.I., C.I.E., I.C.S., proceeded on four months' leave on 9th August 1933 and the Hon'ble Mr. J. A. Hubback, C.S.I., I.C.S., was appointed to be a Member of the Executive Council during his absence. On the transferred side the late Hon'ble Sir Saiyid Muhammad Fakhr-ud-din resigned his office of Minister in charge of the portfolio of Education on 6th May 1933 on account of ill-health and the Hon'ble Khan Bahadur Saiyid Muhammad Hussain was appointed Minister in his place. The Hon'ble Raja Sir Rajendra Narayan Bhanja Deo, KT., O.B.E., and the Hon'ble Sir Ganesh Datta Singh, KT., continued to be Member and Vice-President of the Executive Council and the Minister in charge of Local Self-Government respectively. On 24th December 1933, the Hon'ble Khan Bahadur Saiyid Muhammad Hussain died of heart failure, most unexpectedly. His death was widely regretted. As a temporary measure some of the subjects included in the portfolio under his charge were taken over by His Excellency the Governor, and some were transferred to the Hon'ble Sir Ganesh Datta Singh.

Tours of the Governor.

His Excellency the Governor visited the districts of Arrah and Champaran in January, Sambalpur and Manbhum in February and Puri and Cuttack in April. In February he held a darbar at Bolangir for the investiture of the Ruling Chief of Patna State and spent three days at Baripada in Mayurbhanj State. Before returning into residence at Patna, he visited Chaibasa (Singhbhum), inspected the various works at Jamshedpur and visited the copper mines and works at Ghatsila in the district of Singhbhum. In December, His Excellency visited Bhagalpur and Monghyr where, as in other places, he received a number of addresses from local bodies and associations. His Excellency the Viceroy paid a short visit to Jamshedpur on 20th December 1933.

Political and general events.

The heart was out of the civil disobedience movement; large scale demonstrations had ceased; cases of boycott and picketing had become few and far between and the people had begun to exhibit greater respect for the forces of law and order. They had realized not only the futility of civil disobedience as a political weapon but also the dangers inherent in a movement whose primary object was to breed a spirit of lawlessness and disorder. The Legislative Assembly had already placed the Criminal Law Amendment Bill on the Statute Book and the Congress leaders had begun to seek in the anti-untouchability movement a door to get out of the political arena, if possible, without loss of prestige. Such was the political situation in the country when the year 1933 opened and as the year advanced, it showed still further improvement: open manifestations of lawlessness grew less and less frequent; the apathy of the public towards the activities of the Congress in some cases actually grew into resentment against its workers, and led finally to the abandonment of mass civil disobedience.

In the very beginning of the year the leaders who had recently come out of jail made an attempt to rehabilitate the Congress; but their activities were short-lived and Babu Rajendra Prashad, acting president of the Congress, was arrested in Patna. On the occasions of Gandhi Day, Independence Day, Tarapur Day and All-India Meerut Day which fell in the months of January and February, a handful of local leaders and dictators tried their best to attract public attention and to restore vitality to the movement by holding the usual demonstrations; but their attempts were complete failures. Except at Barhi where a *lathi* charge had to be made to disperse a procession of about 100 men, the Gandhi Day (4th January) celebrations did not arouse much public interest. The activities were confined mainly to returned political convicts, or urchins or unemployed adults. The main item on the programme at Patna was a flag hoisting ceremony and the reading out of the All-India manifesto. The total attendance at this important function was two leaders, two volunteers, two women and a baby. The observance of the Independence Day on the 26th of January was tamer still. Special attempts were made to make this event a successful one all over the province. Leaflets and bulletins were distributed in Puri and Balasore districts; mild picketing and boycott of foreign cloth and excise shops was noticed in most districts and processions were organized in some. Activity

was the strongest in Patna, Bhagalpur, Monghyr, Gaya and Champaran districts. But these efforts failed to make much impression. The real state of public feeling can be judged from an incident which occurred at Barhera in Darbhanga district. Five thousand volunteers were called for to plant the Congress flag on the local police-station; actually only six men turned up. There was no demonstration at all in many districts on the Tarapur and the All-India Meerut Days and although sporadic attempts at picketing, processions, and shouting Congress slogans continued throughout the year under report, it was quite clear that by the end of March the civil disobedience movement was, for all practical purposes, at an end. The proposed Congress session at Calcutta did not awaken much enthusiasm and even those who showed signs of activity did not appear to be at all anxious to go. A small batch was arrested at Patna who had not a pice between them to pay for their tickets or other expenses. Another batch from Gaya courted arrest by informing the District Magistrate of their intention in advance. The National Week and the Jalianwalabagh Day resulted in a slight revival in Monghyr and Darbhanga districts while there was no observance at all in more than half the province. In fact, the Congress had no funds, no men, no programme. It had ceased to function as an organization; and whatever petty activities, like picketing or shouting of Congress slogans or the more foolish practice of stopping railway trains by pulling the chain, still continued, were of no political importance. More and more political convicts on their return from jail found themselves in an unenviable position. Congress *ashrams* which could give them free food and lodging did not exist any more, and public respect and sympathy which they hoped to command by virtue of being Congress workers was absolutely lacking. Unfit for employment, uncared for by the Congress and ignored by the people, they welcomed imprisonment as a means of finding food for themselves. One non-co-operator of Banki definitely told the Magistrate that, if he could only obtain a piece of land and find a legitimate livelihood, he would at once give up non-co-operation. At Humutru in Manbhum district, which used to be an important centre of political activity, the Secretary of the local Congress Committee on his return from jail found that the villagers had converted the Congress *ashram* into a boarding house for school students. The villagers asked him to leave the place as they did not wish him to contaminate their children. The year was also free from agitation amongst the aboriginals. Nor was there any political excitement amongst college or school students.

While the civil disobedience movement was thus dying out, public support for Government's policy of firm action in maintaining law and order was growing stronger. The futility of the movement as a political weapon had been proved beyond doubt; and the people were awakening to the dangers arising from the spread of a spirit of lawlessness and crime. It had been found that ordinary crime increased with the increase in the intensity of the civil disobedience campaign and the heaviest criminal districts were those in which the movement had found most favour. The murder of the approver of Lahore Conspiracy case in November 1932 at Bettiah and the unearthing of the revolutionary conspiracy at Gaya in the beginning of the year clearly pointed out the direction in which this "non-violent" movement was carrying the youth of Bihar. So when the Government came before the Legislative Council with the Bihar and Orissa Public Safety Bill in February, it was passed into law by a majority of 39 to 20. A motion to delay the Bill by circulating it for further opinion was negatived without a division and all the proposed amendments were rejected by about two-thirds majority. The Council also rejected a token cut in the police budget with regard to the quartering of additional police at Barhi in Monghyr district. This village continued to give trouble in spite of the quartering of these police and in June it was found necessary to extend the period by one year. A resolution to withdraw this additional police force from the village was again lost in the autumn session of the Legislative Council. In June also there was at Gaya a significant demonstration of loyalty to the King-Emperor on the occasion of His Majesty's birthday. There was a large attendance at the police parade, prayers were offered at places of worship, beggars were fed and a largely attended garden party was held; several prominent supporters of the Congress also participated in the function.

With the prestige of the Congress at such a low ebb, the local agitators had to seek fresh avenues for keeping themselves before the public view. One such by-way was already available to them in the form of anti-untouchability movement. The question of the uplift of the depressed classes which had been slowly gaining the sympathy of the educated high caste Hindus was suddenly brought to the fore by Mr. Gandhi's fast of September 1932. However, the feverish activity which was in evidence all over the province during the period of the fast soon subsided, and by the beginning of the year 1933 public interest in the movement had cooled down considerably. In the beginning of the year, ill-attended meetings were held in a number of places, specially in Ranchi and in Orissa,

requesting the Viceroy to give his consent to the introduction of the Temple Entry Bill in Madras, and discussing the question of removing the social disabilities of the depressed classes; but public interest in the movement was flagging while orthodox opposition was gaining strength. An attempt by a Congress worker to admit untouchable boys to local schools in Tangi police-station in Cuttack district roused considerable resentment amongst the high caste Hindus. They threatened to boycott the schools where untouchables were admitted. In February a *Sanatanists'* meeting at Deoghar protested against the Temple Entry Bill and freely criticized Mr. Gandhi. Congress set up a depressed class candidate for Legislative Council from North-Saran Non-Muhammadan Constituency: he was defeated; while a *Chamar* who stood as candidate for Buxar municipality in April received only 4 votes. No doubt this state of public feeling was fully appreciated by the leaders of the movement and, perhaps, need was felt for doing something spectacular to re-awaken public interest. In the beginning of May, Mr. Gandhi announced his " unconditional and irrevocable " decision to fast for three weeks in the cause of *Harijans*. The fast started from the 8th of May; Mr. Gandhi was released from jail on the 7th. How this decision of Mr. Gandhi caused bewilderment and confusion amongst his followers and how it was criticized both by the public and the press need not be discussed here. It certainly led to a temporary revival of anti-untouchability activities. Meetings were held in most important towns urging the removal of untouchability and praying for Mr. Gandhi's life. Three high caste Hindus joined the sweepers in cleaning the street at Bhagalpur, and schools for untouchables were opened at Arrah, Latehar and Hajipur. In some places the untouchables were fed by the higher castes. These attempts, however, were sporadic and half-hearted. In some cases they were undertaken merely with a view to cover Congress propaganda, and did not produce any lasting effect. On the other hand, the orthodox opposition openly resented Mr. Gandhi's fast as an undue liberty with their religious principles, and organized themselves to fight out the movement. A *sabha* for the protection of *Sanatan Dharma* was held at Puri, while an association to protect the caste system (*Varnashram Sangha*) was established at Ranchi. A Brahmin who had performed a religious ceremony at the house of a sweeper was outcasted by his co-castemen in Puri district. A similar case occurred in Sambalpur district also. The priests of a temple in Sitamarhi took grave exception to the holding of a meeting in front of the temple and a breach of the peace was averted only by the timely arrival of the police. In many places meetings could not

be held at all because the public was so indifferent and a monster meeting at Bhagalpur had to be abandoned because the audience consisted of the two organizers only. Although sporadic activity both for and against the movement continued throughout the year, it is doubtful whether Mr. Gandhi's methods have yet resulted in any substantial improvement in the lot of depressed classes. More permanent benefit is likely to result from the steps which the Government have already taken for providing them with special facilities for education. They are outlined in a later paragraph.

Immediately after his release from prison on the 7th of May, Mr. Gandhi issued a statement as a result of which the civil disobedience movement was suspended for a period of six weeks. This made hardly any difference in the situation so far as the civil disobedience movement was concerned, because the movement was already at a standstill. However, this decision had other important reactions and may be characterized as the death blow to Mr. Gandhi's political leadership. The more extremist section of Congressmen denounced it as an open confession of failure while the more rational element thought that the decision did not go far enough. The public opinion in the province would have favoured an unconditional abandonment of the futile civil disobedience campaign and a return to co-operation. So when, after a further extension of the period of suspension, the movement was re-started under the newly discovered formula of individual civil disobedience, it was received with indifference. There was a mild revival of activity and a few individuals courted arrest by waving flags in courts, shouting slogans and distributing leaflets. In several districts a few small processions were also organized. These activities were all on the old lines and difference between individual and mass civil disobedience was hardly noticeable. Gaya, Champaran, Bhagalpur, Muzaffarpur and Purnea were the districts most affected; but the activities were confined to a few local leaders and died out as soon as they were arrested. The total number of convictions of individual civil resisters over the whole province during the months of October, November and December, was 65, 34 and 28 respectively. These when compared with 437, 516 and 367, the figures for the corresponding months of 1932, will clearly show the real state of public feeling.

That there had been growing within the Congress camp a strong desire to abandon its futile policy and to return to saner constitutional methods of advance, is proved by the keen interest which the erstwhile non-co-operators displayed in the district board elections, practically all over the province; and their success is

also a fair measure of the amount of confidence commanded by them from the public. Candidates were run not as " Congress " candidates but under similar other names which could not mislead. At Hazaribagh they stood as *Khaddar* party candidates; they won only 5 out of the 16 seats. The Congressites in Darbhanga stood under the denomination of " Nationalists " but were completely routed by the candidates of the United Party. Balasore and Manbhum district boards used to be Congress strongholds : only one Congressman succeeded at Manbhum, while only 8 out of 21 seats went to them at Balasore. Five of these won by small majorities only. At Gaya the Congress received a severe defeat. Out of the thirty elected members, only seven followers of the Congress were returned. The only notable success which the Congress party had was in Monghyr where they captured all seats but one.

Public attention for a short time was concentrated on the White Paper which was published on the 18th of March. Immediately after publication there arose a chorus of disapprobation from different quarters. The *Searchlight*, the pro-Congress newspaper of Patna, denounced it vehemently; and the Legislative Council passed a resolution characterizing the White Paper proposals as " on the whole unsatisfactory " and unacceptable without substantial modifications. The criticism was directed mainly against the proposed special powers of the Governor and the provision by which a member of the Indian Civil Service could become Chief Justice of the High Court. Great disappointment was expressed because the White Paper did not contain anything new or original. In form it was too precise; in style too dry. In the document itself emphasis had been laid on the negative, the prohibitory aspect of the proposals; and the critics of the document followed the same line. They laid emphasis on the limitations placed on the powers of the Legislatures and deprecated the proposed " safeguards ". The followers of the Congress had made up their mind in advance to denounce the White Paper. Their only contribution to the criticism was the burning of small pieces of paper with " White Paper " written on it, which was indulged in by volunteers in one or two places. In any case, the wave of criticism soon subsided; and the progress of the Joint Select Committee proceedings in London was watched with keen interest.

The proposed boundaries of the new Orissa Province which too were announced on the 18th of March, also came in for criticism before the Legislative Council. A resolution was adopted expressing disappointment at the proposed boundaries. In Orissa, there

was a fairly widespread feeling of disappointment at the exclusion of Parlakimedi from the new province. In June the Orissa Committee was appointed to consider the administrative problems connected with the creation of a separate Orissa province. The Committee has already submitted its report to the Government of India. From August, public attention in Orissa was centred exclusively in the floods which were abnormally high. They are dealt with in a later paragraph.

The Bihar United Party which was welcomed in this report last year continued its activities during the year under report. Early in the year an agreement between the representatives of the tenants and those of landlords was effected under the auspices of the party, as a result of which the Bihar Tenancy (Amendment) Bill was introduced in the Legislative Council in the month of March. The party held a number of meetings in different places and organized district branches at Motihari and Darbhanga. Its candidates gained a notable victory over its opponents in the district board elections in the latter district. While the organizers of the party may well congratulate themselves on these successes, its opponents too have not been inactive. From the very beginning of the year, *Kisan Sabhās* were organized. In a meeting held at Patna in January, the object of this organization was declared to be the effecting of an honourable setetlement between landlords and tenants; and any connection with the Bihar United Party was denied emphatically. Meetings were held in all the three divisions of Bihar and in a number of them, resolutions were passed condemning the proposed Bihar Tenancy Bill and its sponsors. The leaders and the office bearers of this movement were Congressmen, and it was evident that they wanted to use the *Kisan Sabhās* for their own end. This was strongly felt by some of the workers who publicly protested against the attempt on the part of the followers of the Congress to mix their politics with the activities of the *Sabhā*. However, the objective of the movement remained conveniently indefinite; in different places, different leaders defined it variously to suit their own purposes. In Patna, Darbhanga and Gaya, the *Kisan Sabhā* was used in canvassing votes for the district board election. No doubt the present financial difficulties of the cultivator provided to the unscrupulous agitators, a suitable field for exploitation. By deluding him in the hope that his rent or debt would be remitted, the tenant's sympathy and his vote could be easily captured. At more than one meeting resolutions were passed asking for remission of 50 per cent of the rent and a moratorium in respect of the agriculturists' debts for a

period of one year. In Gaya, the question of high rates of commuted rents was much agitated; while in Champaran district, efforts were made to stir up the tenants against the Bettiah Raj. Towards the end of the year attention was concentrated on the price of the sugarcane supplied to the factories, specially in Shahabad and Saran districts. It is too early yet to estimate the influence of this movement but it is clear that the opponents of the Bihar United Party do not intend to give its organizers an easy time.

An event of considerable local interest was the visit of the Houston-Everest expedition to Purnea in April. The flight was accomplished successfully.

Relations between Hindus and Muhammadans.

During the year under report the relations between the two communities were strained; the tension was always present and it exhibited an unfortunate tendency to grow into open and violent hostility at the slightest provocation. There was apprehension of trouble during the religious festivals of the two communities in all the districts of Bihar; but the actual outbreaks of violence were few. This was entirely due to the creditable tact, promptness and courage displayed by the local executive officers and the police. Patna, Gaya and Shahabad were the worst districts in this respect and caused considerable strain and anxiety to the local officers. On the whole, *Idul-Fitr* and *Bakr-Id* passed off quietly. An unexpected minor communal riot occurred in Manbhum district on each occasion. During the *Bakr-Id*, serious trouble was threatened at Rajgir in Patna district over the use of a flight of steps which leads through the sacred *Kunds*. At the *Idul-Fitr* in January the Muhammadans had insisted on using it but were restrained from doing so by an order from the Magistrate. This order was re-affirmed for the *Bakr-Id* but the Hindus grew apprehensive and circulated *patiās* in the neighbouring villages. In consequence a mob of 2,000 or 3,000 Hindus armed with *lathis* collected on the morning of the first *Bakr-Id* day. The prompt action of the police in disarming the groups of Hindus as they arrived prevented what might have developed into a very serious communal riot. It will be remembered that on the same occasion last year a clash between the two communities resulted in two deaths and a number of injuries at Khaira, a village in the same subdivision. During the *Muharram* no trouble of a very serious nature occurred; but the festival was marked by a large number of minor incidents, particularly in Monghyr, Bhagalpur and Gaya

districts. Many of these were at places where no trouble was anticipated. At Katalpur in the Saran district a small party of police was compelled to open fire to prevent a serious clash between two drunken mobs of celebrators who refused to listen to persuasion or orders. No casualties occurred. In a good many places the trouble arose out of the difficulty of taking *tazias* under sacred trees. In Samastipur town the Muhammadans deliberately made their *tazias* eight feet higher than usual in order to provoke trouble. In July there were two communal riots in the Patna district. In one of them at Andari, one person was killed and nine injured. The state of high tension in which the feelings between the two communities were in this locality can be judged from the fact that the cause of this riot was a fowl belonging to a Muhammadan straying into the house of a Hindu neighbour. In August feelings ran high in the Champaran district over the *Mahabiri* processions. During the last few years these processions have caused imminent danger of communal rioting in several places. An ugly situation arose in Dhaka thana where mobs of the two communities were prevented from coming to blows only by the timely arrest of the leaders of both sides, at grave personal risk, by the Subdivisional Officer and the police staff. The *Puja* processions and *Diwali* also gave cause for apprehension in Patna and Shahabad, but no breach of the peace occurred. A small fracas occurred at Akbarpur in the Bhagalpur district when a *Durga* procession passed a local mosque playing music to which the Muhammadans objected. Some of these incidents, no doubt, arose out of private enmity between individual Hindus and Muhammadans and had no wider communal significance. There was also a noticeable tendency in some places to give communal colour to ordinary criminal cases in which the two parties happened to belong to the two different communities.

Labour.

The prevailing depression in trade again compelled the railway companies and the Tin Plate and the Tata Iron and Steel Companies to reduce their staff further during the year under report. In spite of attempts made by political and communist agitators to rouse their feelings the workmen accepted the situation that under the present economic conditions retrenchment was an absolute necessity. No serious trouble followed. In January, meetings of the Bengal-Nagpur Railway Workmen's Union and the All-India Trade Union Congress were held at Kharagpur and Jamshedpur respectively. Two of the meetings of the Labour Federation held at Jamshedpur in February and May ended in disorder and had to be dispersed. In March the sweepers at Tata's Works at Jamshedpur ceased work

as a protest against the change in the hours of work and the conduct of the supervising staff. The strike ended on the third day when the grievances had been looked into. There was also a lightning strike at Jamalpur Workshops in July, due to a misunderstanding caused by a bad Hindi translation of one of the retrenchment orders. The work was resumed on the same day when the correct position had been explained to the workmen.

Crime.

The improvement in the political situation has been accompanied by a noticeable fall in the number of serious crimes. The figures for the first three quarters of the last three years show that all kinds of crime except theft was lower this year than in either of the two preceding years. There was a most remarkable decrease in the number of dacoities, of which there were 294 as compared with 404 of 1932 and 496 of 1931. The credit for this is due to the police who have fought this evil with skill, determination and courage. Patrols and picketing were organized on a large scale. In Bhagalpur the police captured five members of a notorious gang while they were making preparation to commit a dacoity and a similar gang was intercepted in the Santal Parganas. On another occasion, in Purnea the police reached the spot in time and with the help of the villagers captured one of the dacoits and put the rest to flight. In Champaran, the villagers captured and killed two notorious dacoits, one of whom had escaped from police custody in 1931, while in Saran a village defence party successfully resisted and captured two dacoits. Smart work by a constable assisted by the co-operation of the public and the railway employees led to the arrest of a gang of Karwals who were responsible for a number of heinous crimes. In Patna the police have succeeded in capturing a huge gang of criminals who had been active in this area for some time past. Not the least satisfactory feature of the year has been the excellent help and co-operation which the police have received in a number of cases from the village *chaukidars* and the public. The slight increase in the number of thefts was most noticeable in Chota Nagpur and was the result of the economic conditions.

The continuous preaching of anarchy and crime indulged in by the leaders of the civil disobedience movement during the last three years has had its natural result in the growing interest of the youths of this province in terrorist activities. The Gaya conspiracy has already been mentioned. A conspiracy to supply explosives to the revolutionaries of Bengal was detected at Dhanbad

in March and bombs and other explosives were recovered in a number of cases in Monghyr, Bhagalpur and Patna. At Begusarai in Monghyr, the son of a shop-keeper was fatally injured by the explosion of a bomb while he was sleeping outside his house. His father had been previously threatened because he refused to listen to the local Congress workers who asked him not to sell foreign cloth. In August, a Bengali was stunned at Ranchi by the sudden explosion of a bomb in a shop on the main street. On 4th December at Madhubani a sub-inspector of the Special Branch was murderously assaulted by a revolutionary who is wanted in connection with another political dacoity while a few days later a member of the detective staff was attacked by a local revolutionary suspect at Saran. Fortunately, neither of the injuries proved fatal and the assailant in the first case was arrested. The most important act of sabotage during the year was the derailment of the Down Punjab Mail on the 2nd of May between Dumra and Burhee, near the boundary of the Patna and the Monghyr districts. Burhee was a hot-bed of Congress activities and additional police have been quartered there now for the past eighteen months. Five persons were killed and thirteen were injured. The fish-plate at the two ends of the rail had been removed and the rail itself had been turned out of alignment, causing the engine and six bogies to run down the steep embankment. The case is still under investigation. It is believed that revolutionaries are responsible for this outrage, which is the most dastardly and shocking crime of the year.

Floods.

In July, and again in August, there was heavy rain in North Bihar which caused floods in Saran, Muzaffarpur and Darbhanga, the last named district being the most seriously affected. However, no very considerable damage was done to crops, except *makai*. The damage to paddy was set off to a large extent by retransplantation. A third flood in October caused some damage to crops in Darbhanga district. A sum of Rs. 38,000 was allotted as *takavi* loans for the district of Darbhanga. A sum of Rs. 4,040 was spent on gratuitous relief which the local officers organized with commendable promptness.

In the first week of August, there was heavy rain in the catchment areas of the Orissa rivers, and an unprecedented downpour of 18″ of rain within forty-eight hours fell in Cuttack town itself. The Mahanadi rose to within a few inches of the highest recorded level and the Katjori, the Kuakhai and the Surva

distributaries broke through their embankments and swept across large areas which had hitherto been regarded as practically immune from flood and which had not in fact known a flood for the last 40 years. The most extensive damage was done in the Khandait area of the Cuttack Sadr subdivision and the Balianta, east Balipatna and parts of Kakatpur thanas of Puri district. The total area exposed to the flood in any way at all was about two thousand square miles, but in most of it the damage to crops was slight. The survey of the flood-affected area has only just been completed, and accurate figures for areas in which crops were completely destroyed and in which retransplantation or sowing of *rabi* was possible, are not yet available; but it can be said definitely that the total area which has been rendered unproductive by heavy deposits of sand does not exceed fifteen square miles. Over 7,000 houses were completely destroyed and will need reconstruction; and about 14,000 were seriously damaged. The damage to houses was particularly heavy in Cuttack town owing to the cloudburst of the 3rd and 4th of August, and in the protected area where, in contrast to the unprotected areas, the entire low-lying village sites were suddenly exposed to the fury of the floods.

The total number of persons drowned is reported to be nine while 171 cattle were either drowned or died of exposure. Considering the nature of the floods, the figures cannot be considered high and speak well for the efficiency of the relief operations organized by the local officials, backed up by non-officials from the very beginning of the floods. In Cuttack town thirteen hundred persons rendered homeless by the violent rain-storm were given accommodation at nine shelters. Twenty officers of the Government were busy in the mufassal areas in organizing rescue and relief work. They were helped by a large number of subordinate staff and official volunteers and succeeded in saving many from drowning, starvation or exposure. The floods were followed by an epidemic of cholera. A large number of medical relief officers aided by medical students were promptly put on special duty to combat the disease, which soon abated. The total number of persons who died of cholera during the four weeks that the epidemic lasted, was about nine hundred which is four times the normal mortality from the disease in Cuttack and Puri districts. A sum of Rs. 12,500 was allotted for gratuitous relief and Rs. 18,500 for distribution of seeds for raising a cold weather crop in the damaged tracts, and a sum of Rs. 2,51,000 was allotted to the division for *takavi* loans to help the cultivators to re-sow their

lands and to rebuild their houses. The Government have also obtained Rs. 40,000 from the Indian People's Famine Trust Fund and allotted the full amount for giving free grants to the poorer classes for the reconstruction of their houses destroyed or damaged during the floods. In addition, the Bihar and Orissa Famine Charitable Relief Fund gave Rs. 3,000, while Rs. 21,000 was collected in subscriptions to the local charitable funds. The Bihar and Orissa branch of the Red Cross Society also provided a sum of Rs. 800 for epidemic relief. To help the labouring classes a sum of Rs. 50,000 has been placed at the disposal of the Commissioner, Orissa Division, for augmenting the resources of the district boards for the repair and reconstruction of the roads in the devastated area; while steps are being taken to repair, as soon as practicable, the breaches in embankments and roads under the control of the Public Works Department.

The energy and efficiency with which the local officials and non-officials organized rescue and relief operations and the generosity of those who contributed to the local relief funds are deserving of the highest praise.

Economic situation.

Frost in January and hailstorms in February and March did some damage to the standing *rabi* crops and heavy rain in April and May damaged the harvest on the threshing floor in some areas. On the whole, the *rabi* crops were, however, fair, and although prices continued at about the same level as in the last year, the figures for collection for the March quarter showed an improvement. The monsoon broke early, and the rainfall, though irregular, was plentiful and generally favourable. The prospects of *bhadai*, winter rice and sugarcane are very good. The floods, as has already been described, did considerable damage to crops in some parts of North Bihar and Orissa. Retransplantation was undertaken where it was found possible to do so and in parts of the affected area in Orissa, *rabi* crops were sown. They are for the most part in excellent condition.

Money continued to be scarce and although there were signs of a slight improvement in the situation towards the middle of the year, the general level of prices, as compared with last year, remained practically stationary. The price of common rice in the first week of December 1933 was 14.74 seers against 13.67 seers in the corresponding period of last year and that of maize 20.29 seers against 21.29 seers in 1932. The good harvest of rice has, to some extent, helped in keeping down the price of paddy. Throughout the year, there was no unusual distress amongst the agriculturists

who are showing considerable powers of resistance to the effects of the depression and are gradually adapting themselves to the changed conditions. In Bihar, the development of the sugar industry proved a great boon to the cultivator, who could sell his crop to the factories for cash. In Chota Nagpur lac showed some improvement in July when it was quoted at Rs. 26 per maund as against Rs. 17 in 1932. In Orissa, the labourers were hard hit by the fall in the demand for labour in Calcutta. The showers of rain which fell in November, however, were very beneficial to the *mung* crop sown in the flood-affected area.

The price of agricultural land has fallen steadily during the last three years and the rates of interest on agricultural loans have risen in consequence. Indeed at present the ordinary cultivator, who is heavily indebted, finds it difficult to borrow money at all, which feature of the situation is not wholly without its good points. There has been a tendency towards readjustment of standards and cost of living and the prices of non-agricultural commodities have also fallen appreciably. The number of rent suits and of sales of lands in execution of decrees for arrears of rent show no remarkable increase. The figures for the collection of revenue and of the rent of Government estates fell slightly as compared with last year, but the general situation does not show any marked deterioration. In Orissa remissions of rent and revenue will be granted in all deserving cases and the landlords have been permitted to pay the November *kist* of land revenue up to the end of the year without penalty. In Chota Nagpur the landlords have been permitted to pay the cost of settlement by instalments.

Finance.

According to the budget estimate of 1932-33, the year 1933-34 was expected to open with a total balance of Rs. 29,93. Actually there was an improvement of Rs. 26¾ lakhs over this figure. This improvement was partly due to the increase of Rs. 14½ lakhs in the opening balance of 1932-33 and partly to the improved revenue position during the year. Receipts increased by Rs. 5¾ lakhs by inclusion of revenue from salt and by Rs. 5 lakhs on account of the payment of arrear petrol tax; the expenditure decreased by over Rs. 5 lakhs. The decrease occurred under capital heads. The year 1933-34, therefore, opened with a balance of Rs. 56,69 which consisted of Rs. 33,40 of the Famine Relief Fund, Rs. 5,59 of the subventions from Central Road Development Fund and Rs. 10 of the unspent grants from Imperial Council of Agricultural Research. The ordinary balance was Rs. 17,60, and this balance was retained only as a result of the intensive retrenchment campaign undertaken by Government.

From July 1932 there were indications of a slight improvement in the economic situation of the country; therefore the budget estimates for 1933-34 were framed on a more optimistic basis. Total revenue was put at Rs. 509 lakhs as against the revised figure of Rs. 504 lakhs of 1932-33. Revenue from land, stamp and registration were estimated at slightly higher figures but the increase was mainly expected from excise. This department has formed one of the two most important sources of revenue of the province and important changes were introduced in 1932 with a view to prevent illicit distillation and consequent loss of revenue. This was expected to increase the revenue from excise by Rs. 5 lakhs.

On the expenditure side, the measures of retrenchments introduced during the two previous years were continued. Further economies of about one lakh were effected by abolishing the post of Superintending Engineer, Son Circle and by reorganizing the Public Health Engineering, Public Works and the Irrigation Departments as recommended by the Retrenchment Committee of 1931-32. Total proposed expenditure charged to revenue was put down at Rs. 521 lakhs. The budget did not provide originally for the 5 per cent cut in the pay of Government servants, as the Secretary of State did not announce his decision on this point until it was too late to alter the budget. The total saving of Rs. 9 lakhs on this account was re-appropriated under new minor heads " Reserve " to be spent only against supplementary demands for restoration of certain grants to local bodies and for financing new schemes. About Rs. 9½ lakhs was provided for new schemes in the original budget estimates. One important item of expenditure was an amount of Rs. 6¼ lakhs for the preparation of new electoral rolls under the new constitution and for holding a general election.

The finances of the province enjoyed short-lived prosperity during the period of high prices. With the fall in prices, the receipts from Excise which was the most important source of revenue from 1925 to 1929 and which yielded a sum of about two crores every year, fell to Rs. 120 lakhs in 1932-33 and the total revenue fell from Rs. 594 lakhs in 1929-30 to Rs. 506 lakhs in 1932-33, i.e. by about one-sixth. Even with the high revenue of 1929, the province could only maintain a bare modicum of services and the development departments could not be financed except to a very moderate extent; it was only by ruthless retrenchment often at the sacrifice of a great part of the progress made in the last decade that the budget of 1932-33 could be balanced. Indeed the retrenchments were so drastic that they could not be continued

for any length of time and although the financial crisis still exists, it was found necessary to provide for further expenditure of Rs. 10 lakhs this year. The new reforms will further increase the cost of administration of the province and it is quite clear, therefore, that without substantial addition to its financial resources the province can never hope to possess a progressive administration. The financial scheme outlined in the White Paper provides that a share in the net proceeds from income-tax and from exports duty on jute should be allotted to the provinces who should also be empowered to impose a surcharge on personal income-tax. It also provides that the Federal Legislature should be empowered to assign to the provinces a share in salt duties. Another source of revenue available to this province under the proposed scheme would be the levy of a terminal tax on goods; that is only if the Federal Legislature agrees to impose such a tax. These proposals if they are embodied in the Statute will enable an equitable financial settlement to be framed for this province provided that an adequate amount of indirect taxation is included in the distribution. Experience in this country has shown that indirect taxation is more elastic than direct taxation; the inclusion of indirect taxation in the distribution, therefore, is essential in order to give the finances of the province the necessary element of elasticity which the present financial settlement lacks so badly.

Legislative Council.

The Hon'ble Babu Nirsu Narayan Sinha continued to be the President and Rai Bahadur Lakshmidhar Mahanti, the Deputy President of the Legislative Council. In October, the former resigned his office as President of the Council. Therefore, beside the usual two sessions, one at Patna in January, February and March and the other at Ranchi in August and September, another session of the Council was held in Patna on the 15th December in order to elect a new President. Originally there were five candidates, two of whom withdrew their names. The final contest was between Babu Rajandhari Sinha and Mr. Sachchidananda Sinha, the former being elected President by a majority of 50 votes against 48. On the same day the Council also passed orders for the continuance of three Bills which would have lapsed otherwise.

In addition to the meeting held in December there were thirty-one sittings of the Council in all; twelve of them were devoted to the presentation and general discussion of the Budget and to the voting of demands and ten to non-official business.

Besides the Bihar and Orissa Public Safety Bill which passed into law and which supplements the provisions of the Criminal Law

Amendment Act, 1932, passed by the Central Legislature, to meet local conditions, a number of other Bills were introduced during the year. No less than three Bills aimed at amending the Local Self-Government Act. Two of them (Bill no. 2 of 1933 and Bill no. 6 of 1933) sought to revive two similar Bills which had been introduced in 1931 but had lapsed since. The object of the first was to enable the district or local board to elect a President on the lines of the Municipal Act. A motion for immediate consideration of the Bill was negatived by the Council on 9th February 1933. The second Bill sought to enable district boards to impose a tax on carts and so to raise money for improving their roads. The object of the third Bill was to keep the members of a district board informed of any leave granted by the Chairman to any of the members; it was withdrawn as it was felt that the object of the Bill could be better secured by a departmental circular.

A Bill to amend the Bengal Tenancy Act as applied to Bihar in some important respects was introduced in February. It was withdrawn in March and reintroduced in an improved form in the same session. The Bill provides for many much-needed changes in the existing law, and embodies the agreements arrived at between the landlords and the tenants under the auspices of the United Party. The Bill was referred to a Select Committee for a careful examination of details.

Another Bill referred to a Select Committee was the Bihar and Orissa Musalman Wakf Bill which provides for the regulation and control of certain Musalman Charitable and Religious Endowments. Government took up the attitude of absolute neutrality as the Bill affects the Muslim community alone. The Select Committee presented its report in September, but it was felt that further examination of the Bill was necessary and it was recommitted to the same Committee.

The Chota Nagpur Tenure-holders Rent Account (Amendment) Bill which sought to enlarge the scope of the Rent Account Act of 1929 was introduced twice—once in February and again in September—and on both occasions a motion for reference of the Bill to a Select Committee was negatived by the Council. A similar Bill was thrown out by the Council in 1932. Three times the Council by majority has accepted the Government position that the proposed amendment would deprive the landlord of his security and increase his cost of collection. No such legislation is called for, as the difficulties which the proposed Bill was intended to alleviate can be met with to a large extent by the provisions of section 208 of the Chota Nagpur Tenancy Act.

Three more Bills were introduced during the March session of the Council. The Bihar and Orissa Municipal (Amendment) Bill sought to make residence within municipal area for a certain period a necessary qualification for a voter at municipal elections. The object of the Estates Partition (Amendment) Bill was to remove the present restrictions on partition of certain estates while that of Bihar and Orissa Cess (Amendment) Bill was to give Collector discretion to decide whether a revaluation of an estate or tenure should be made or not. In the September session the Council adopted motions to circulate the last two Bills to elicit opinion thereon.

Three hundred and fifty-eight questions and six hundred and twenty-four supplementary questions were asked during 1933 as compared with two hundred and ninety-nine and three hundred and seven respectively during 1932. Of the one hundred and sixty-nine resolutions tabled for discussions only eighteen were taken up. Nine of these were withdrawn; while eight were adopted. In the September session a resolution asking the Government to withdraw additional police quartered at Barahiya was negatived by thirty-eight votes to thirty-four. Earlier in the year the Council passed into law the Public Safety Bill. This is a clear proof of the growing support which the Government policy is receiving from the public and also of the willingness of the members of the Legislature to share Government's responsibility for the maintenance of law and order. Second half of the resolution recommending that the cost of this additional police at Barahiya should be realized in four equal quarterly instalments was adopted. This recommendation was unnecessary as the local officers were already allowing the people to pay by instalments. It was not found possible to adopt the exact manner recommended by the Council but in deference to its wishes the period during which the instalments must be paid was extended by two months.

By thirty-six votes against thirty-five the Council recommended that Jharia Water Board be empowered to appoint its Engineer. Government contributed a sum of about Rs. 5 lakhs and gave a loan of about Rs. 66 lakhs to the Board for the Jharia Water-Supply Scheme, and the safety and efficiency of this water-supply system depends mainly on the Engineer in charge. Government rightly felt that they could not withdraw their control over the appointment of an officer on whom the safety and health of the entire mining population as well as the security of the large financial interests of Government greatly depend. The resolution to give financial assistance for an institute of rural reconstruction received sympathy

from all sections of the House and was adopted by a majority of forty-two against thirty-six; Government voted against the resolution as they could not very well commit themselves to a nebulous scheme which it might not be possible to finance during these days of financial stringency.

Ordinarily the Council should have finished their term of office on 18th January 1934 but in view of the Constitutional Reforms now under consideration of His Majesty's Government, His Excellency the Governor decided that it was not desirable to incur the trouble and expense of a general election when the new Council might have a short term of office. Accordingly he extended the life of the present Council for one year.

District Boards.

The period of three years for which district boards are elected came to an end this year and fresh elections were held in all districts except Palamau between the months of April and December. The elections were keenly contested. The followers of the Congress contested the elections in a number of districts but, except in Monghyr, they failed to achieve much success.

Finance was once again the greatest difficulty which a number of district boards had to face. Hazaribagh and Manbhum in Chota Nagpur and Purnea in Bhagalpur Division were the worst sufferers. While all the activities of the boards were necessarily hampered by lack of funds, the deterioration was perhaps most apparent in the condition of roads. Although the provincial finances showed little or no improvement, the Government allotted the whole of the estimated proceeds of motor vehicles taxation (excluding the portion which is earmarked for original bridging projects costing not less than Rs. 50,000 each) for distribution to local bodies and the cut which had been made in this provision in the previous year was restored in full. Special mention may be made here of the district board of Patna for a satisfactory record of sound financial position and all round progress in administration.

The control of vaccination was transferred to the district boards of Puri, Shahabad and Saran during the year under report. The Saran, Champaran, Muzaffarpur, Gaya, Bhagalpur and Shahabad district boards borrowed the services of Government Health Officers in 1933.

Municipalities.

The Government resolution on the working of municipalities during the financial year ending in March 1933 shows that the total demand and the total collections in 1932-33 were Rs. 36,06 and Rs. 28,06 respectively

as compared with Rs. 37,06 and Rs. 27,75 respectively in 1931-32. This indicates a slightly better collection during 1932-33, but the high percentage of the balance outstanding at the end of the year to the total current demand, shows that the improvement in tax collection was not what might have been expected, specially in view of the additional powers conferred on the municipalities by the newly-added sections 129-A and 129-B of the Bihar and Orissa Municipal Act which enable the municipal commissioners to recover the arrears of taxes by certificate procedure. Indeed, up to the end of March 1933, several municipalities had made no use of section 129-A while ten had made no use of section 129-B. Even during the rest of the year under report the new powers were used by a number of municipalities only very inadequately. One of the reasons why this was so during the early months of 1933, was, perhaps, the fact that the municipal elections were held soon after the amended Act came into operation. The municipal commissioners, who were contesting the elections, were more unprepared than usual to face unpopularity and the risk of loss of vote by resorting to coercive measures of realization. The evidence of this regrettable attitude had not been lacking in the past also; the Government were, therefore, constrained to issue a statutory warning under section 386-A against several municipalities. The income from taxes is the mainstay of municipal finance and the failure to make a fair assessment or to collect the taxes strictly would make it impossible for any municipality to fulfil the functions for which it is intended. It is, therefore, hoped that the newly-elected municipal commissioners will pay special attention to this important part of their duties.

The incompetence of the municipal commissioners and persistent default by them in the performance of their duties compelled the Government to supersede the Cuttack municipality for a period of two years, with effect from December 1933.

The Patna municipality, which has made much progress since its supersession by the Government, has put forward a sewerage scheme for the area east of the Bankipur maidan up to the University site. The scheme has been approved by the Government and is estimated to cost about nine lakhs of rupees. As a large number of the municipalities, which had promised to contribute to the Society for the Prevention of Cruelty to Animals half the amount of fines realized by them under the Prevention of Cruelty to Animals Act, failed to keep their promise, it was ordered that in areas where the Society has deputed one of its inspectors to conduct the prosecutions under the Act, the fines realized should be credited wholly to

the Society for the Prevention of Cruelty to Animals and not to the municipalities as heretofore.

Education.

The annual report of the department for the year ending on 31st March 1933 shows that the fall in the total number of pupils under instruction noticed in the years 1928-29, 1929-30 and 1930-31 has been arrested and that nearly all the loss has now been made good. There was also a welcome increase in the number of girls in girls' schools as well as in the number of girl students attending boys' schools. It is further gratifying to note that the heavy retrenchments necessitated by the financial stringency of the last two years were partly restored during the year under review. The four per cent cut in the recurring grant to girls' secondary and special schools and the ten per cent cut in the free boarding grant for orphan and destitute Anglo-Indian and European children were fully restored; the ten per cent cut in the recurring grant to local bodies for primary education has been reduced to 4.22 per cent and the cut in the allotment for minor works for schools has been restored to the extent of fifteen thousand rupees. Additional grants were also made for the Jugsalai Notified Area in Singhbhum district and for aiding middle schools for girls. Better facilities for medical inspection of college students were provided by employing five temporary assistant surgeons at Patna and Cuttack instead of one permanent assistant surgeon and one permanent sub-assistant surgeon. The school medical officers were placed under the direct control of the Public Health Department. During the year the Hon'ble Sir Ganesh Datta Singh created a trust of Rs. 2 lakhs for assisting the spread of education in the province by giving scholarships, medals and loans to students pursuing various branches of study. His generosity in this excellent cause deserves the highest praise and is worthy of emulation. The finances of the Government in this province are too poor and restricted to permit any substantial increase in the amount of expenditure on education in the near future. Public generosity however could do much to meet this vital need of the province.

The Primary Education Committee, which began its labours in January 1931, published its report in September 1933. It has made a number of important recommendations for the reorganization and improvement of primary education. It proposes an age-limit for the admission of boys to class I in schools which girls are also expected to join and suggest that co-operation at the primary stage should be encouraged. It considers it desirable to have common schools for Hindus and Muhammadans at the earlier

stages and points out ways for providing adequate facilities for the education of Muhammadans, the depressed classes and the other educationally backward communities. While admitting the impracticability of introducing free and compulsory primary education at present, it indicates directions in which steps could suitably be taken to improve the present position in this respect. The recommendations of the Committee are at present under examination by a special officer of the department.

The report for the year ending March 1932 also shows that the Government spent about forty thousand rupees on the education of the depressed classes. Special measures were adopted to develop their education. Scholarships and fee remissions were provided; in some cases, the teachers in schools which admitted depressed class pupils were given capitation allowances; five special inspecting officers supervised their education. The number of schools specially meant for the benefit of these castes was 282 which gave education to more than seven thousand pupils. During the year under report, further new concessions were sanctioned for students belonging to the depressed classes by exempting them from payment of seat rent and furniture rent in hostels and by creating a number of special stipends.

The Patna University Act was extended to the district of Angul and the regulations of the University were thoroughly revised. In accordance with the recommendation of the Round Table Conference, a Provincial Board for the supervision of Anglo-Indian and European education was also constituted.

The cause of education in the province suffered a serious loss in the death of Sir Saiyid Muhammad Fakhr-ud-din, Kt., which occurred during the year. He was the first Minister for Education under the Reforms and held his office for twelve years with great success. A further serious loss was the death of his successor, Khan Bahadur Saiyid Muhammad Hussain, at the close of the year.

Medical relief.

Owing to the financial stringency no improvement worth mention could be made to the hospitals and dispensaries. Only the district board of Ranchi opened a new dispensary this year bringing the total number for the province to 676. The Chaibasa Sadr Hospital was also completed during the year, but the construction of the Sadr Hospital at Sambalpur is still held in abeyance for want of funds. The figures for 1932 show that while the number of indoor patients rose from sixty-five thousand to sixty-seven thousand during the year, the number of outdoor patients fell from 6.2 millions to

6.0 millions. The decrease is perhaps due to the fact that the year under report was healthier than the previous years. It may also be due partly to the introduction by some local bodies of a levy of not more than one anna per prescription from the more well-to-do patients. The small decrease in the number of outdoor patients, if at all due to this cause, is perhaps not a cause for regret. The income from this source, if developed, is calculated to steady the financial position of these institutions in these troublous times and will exercise wholesome educative influence. Illiterate persons are apt to take for granted an institution which costs them nothing. A small fee is more likely to awaken them to the value of the assistance that they receive and some will surely learn to help in providing for others the same relief from suffering, which they themselves found so useful. The system is also likely to improve the efficiency of the doctors in charge.

Besides the qualified lady doctors employed at most of the Sadr and subdivisional hospitals, there were seven hospitals specially meant for women, which treat about thirty-five thousand patients every year. Midwives were maintained at hospitals in the more important towns. The Bihar and Orissa Child and Maternity Welfare Society worked at eight Child Welfare Centres and, thanks to their excellent work at Patna, the number of labour cases sent to the Patna Medical College Hospital increased considerably.

The Prince of Wales Medical College at Patna and the Medical Schools at Cuttack and Darbhanga continued to work satisfactorily. Their equipment has improved and two members of the staff of the College are conducting valuable research on Vitamin B. The number of patients treated at the Radium Institute up to September rose to 632 against 556 for the corresponding period of last year. The Pasteur Institute at Patna as well as the centre opened at Cuttack gained in popularity and the average daily attendance at the Itki Sanatorium rose from 37.4 in 1932 to 44.4 this year. The triennial report on the Kanke Mental Hospitals published during the year is most encouraging. There has been improvement in curative work and decrease in death-rate and the methods of treatment have been brought in line with up-to-date methods of the western countries. On the whole the Hospital supplies a great need of a vast population and it is unfortunate that financial stringency does not permit further extension of its activities.

In addition to the six leper asylums and two leper colonies forty-five leper clinics against forty-one of 1931 worked in the province during the year. Most of the clinics received grants from

Provincial Leprosy Relief Association, which also made grants for research and for the survey of leprosy amongst aboriginals. As a result of the intensive measures recently undertaken to combat the ravages of leprosy in this province, important facts bearing on the aetiology of the disease have come to light. It is believed that leprosy is a deficiency disease. Further researches are being carried out which may revolutionize the methods at present adopted for dealing with it. Much valuable spade-work in this connection was done by Colonel L. Cook, C.I.E., M.B., F.R.C.S., I.M.S., Inspector-General of Civil Hospitals, who retired this year.

Public health.

During 1933, there was a slight increase in the number of deaths from all causes except plague. The total number of deaths from cholera was more than double the figure for 1932. The bulk of these deaths occurred in Orissa where the floods made the conditions particularly bad. In the rest of the province, the disease was only mildly active. The experiments with bacteriophage were extended to Patna and Gaya districts with satisfactory results. The death-rate from small-pox increased from .4 in 1932 to 1.1 this year, the total number of deaths for the two years being 15,517 and 41,901 respectively. The disease follows a cycle of five to seven years, and, as the years 1925 to 1927 were severe small-pox years, the above figures are not surprising. Primary vaccination is now compulsory in eight districts as well as in all municipalities and about 20 lakhs of persons were vaccinated during the year. More than 8 lakhs of these were cases of revaccination without which more lasting results cannot be hoped for.

The birth-rate for 1933 was 35.7 as compared with 33.6 in 1932. The total number of births was 13.4 lakhs and that of deaths 8 lakhs, about 70 per cent of which were due to fevers, which term embraces a number of diseases, particularly malaria, where fever is a prominent symptom. Every district now has a health staff and twelve of them have appointed health officers to supervise sanitation and to control the spread of epidemic disease. Their efforts are in no small measure responsible for the improvement in the general health of the province, within the last few years.

Water-supply and drainage.

Expenditure on establishment was further reduced during the year under report by abolishing the 2nd Public Health Division and by amalgamating the department with the Roads and Buildings Branch of the Public Works Department from 1st April 1933. Consequent on this amalgamation and that of Roads and Buildings

with Irrigation it is expected that there will be an annual saving of about Rs. 70.

Satisfactory progress was made with the improvement of a number of waterworks in the province. Electrically-driven filtered water pumping plant was installed at Bhagalpur and the second gravel well was completed at Gaya. The well has been tested and found to give satisfactory results. The reconstruction of the service reservoir at Kachiserai in Muzaffarpur was completed and the work on the re-arrangement of the distribution system is nearing completion. In Patna-Bankipur Waterworks two of the new tube-wells were completed during the year; one of these has been tested and found satisfactory. Considerable progress was made with the work remaining to be carried out in connection with the Puri Waterworks scheme; and seven tube-wells situated in different places in the province were also completed during the year. The new works for the southern outfall at Jharia are nearing completion. Towards the end of the year a special engineer was appointed to start work on the Patna Main Drainage Scheme which is estimated to cost more than 9 lakhs of rupees.

The fall in public revenue necessarily restricted the activities of the department. The expenditure on Government water and drainage works fell from Rs. 163 in 1931-32 to Rs. 142 in 1932-33. The expenditure on deposit works carried out on behalf of local bodies, however, showed a satisfactory increase from Rs. 182 to Rs. 486. In 1933, the department prepared several forecasts of cost for works contemplated by local bodies and schemes of new water-supply and drainage works on behalf of Government. Of the former, the most important was for the water-supply at Monghyr, estimated to cost Rs. 80,000.

Jails.

The number of political prisoners fell considerably during the year under report: in November the number of such prisoners was 678, the corresponding figure for 1932 being 2,170. However, this did not relieve the congestion noticed during the previous year. From June 1932 there has been a noticeable increase in the number of persons convicted for ordinary crime. The number of such convicts in the jails at headquarters stood at 10,902 when the year 1933 opened; it rose to 11,308 at the end of January, then gradually dropped to 10,693 at the end of May (the lowest figure) and again rose to as high a figure as 11,515 in August. All the jails except those in Orissa were overcrowded throughout the year.

Excise.

Important changes had been made in the system of Excise Administration in 1932, and the policy responsible for these changes was pursued further during the year under review. The rates of duty and retail price of country spirit were again revised in some districts and the tree tax system was further extended to areas in Saran, Champaran and Bhagalpur. More distillery liquor shops in the jungle areas were converted into outstills and some new outstills were opened in the inaccessible parts of the district of Sambalpur. While it is a fact that, as a result of the above measure, the returns for 1933 showed some increase in the consumption of all excisable articles, except *bhang*, this result should not by any means be understood to mean an increase in the drinking habit of the people. The increase may be regarded as the direct consequence of the methods adopted during the last year as well as this year for the prevention of illicit distillation. The number of cases actually detected during the year was 2,165. In 1931 and 1932 the number was 3,611 and 2,797 respectively and the decrease in itself is proof of the value of strict supervision. Some far-reaching changes were made in the supervising staff towards the end of the year, and, although it is yet too early to be able to judge the proper value of this reorganization, the small additional expenditure which the new system involves will be more than justified if it achieves its object in checking the use of illicitly obtained liquor and thus at the same time promoting the health and sobriety of the people and increasing the excise revenue of the province.

There was practically no temperance movement in the province throughout the year, and the Congress which had taken up the cause of temperance more with a view to cause loss of revenue to Government than with a view to effect social reform, faded out of the picture when picketing of excise shops ceased to be a profitable source of self-advertisement. Experience has shown that the causes of intemperance lie deeper than what the mere restriction of supply of liquor can control. Total prohibition proved a complete failure in America and in our own country the fact that the prices of liquor were much higher than the ordinary level of prices during the last three years, resulted not in encouraging temperance but in a remarkable increase in illicit production of liquor. In May a significant incident took place on the occasion of the annual tribal hunt at Ajodhya in Manbhum district, where an outstill had been opened recently. A mob of Santals got drunk and looted and set fire to the outstill on the ground that the liquor supplied to them at the latter place was not so strong as what they used to get from

the local residents in previous years! A certain class of politician would have resented the opening of a new outstill as a grave offence on the part of the Government, but stronger than this appears to have been the resentment of the local criminal who was deprived by the outstill of his dishonest gain. Drunkenness is a social disease and like all social diseases, it will take a long time to cure. If success is to be hoped for, it is first essential to exterminate the germ of illicit distillation.

The excise revenue for the period from January to September 1933 was Rs. 93 lakhs, which is Rs. 2 lakhs more than the revenue for the corresponding period of 1932.

Survey and settlement operations.

The operations in progress at the end of the previous year were continued, namely, revision settlement in Santal Parganas, Ranchi and in the Porahat estate in the district of Singhbhum, assessment to revenue of the Public Domain in the district of Shahabad and survey of the Patna City municipality. A total area of 1,359 square miles was cadastrally surveyed, the records of 1,768 square miles were attested and those of 1,952 square miles were finally published. The rents of 51,501 tenants were settled.

In Ranchi district, there was an unusually large number of attestation disputes and objections under section 83, Chota Nagpur Tenancy Act, mainly due to the litigant character of the inhabitants of the area round Lohardaga. In Porahat, one noticeable feature during the year was the large number of applications filed by raiyats for reduction of rent, the total number being as large as 1,252. In the Santal Parganas, the programme for the year consisted mainly of disposal of appeals and revision cases and also of check of records already made.

The importance and utility of survey and settlement records are appreciated by all administrative departments as well as by the public. But the records of many of the districts of Bihar and to a lesser extent of parts of the Manbhum district, were made so long ago that they have already become or are rapidly becoming out of date and useless. Revision of the maps and records has become urgently necessary and it was proposed to start revision settlement operations in the district of Muzaffarpur and in the Dhalbhum subdivision during the year. The budget proposals for these operations were however rejected by the Legislative Council, mainly on the ground of expense and the present financial depression. A large area in Dhalbhum has been brought under cultivation since

the last settlement operations, which were completed in 1911; the town of Jamshedpur has grown up since then, and there are a great many problems, and disputes between the zamindar and the raiyats, which could be finally set at rest by a revision of the record-of-rights. In Muzaffarpur the record is now nearly 40 years old and is completely out of date. A revision settlement in these two areas remains a pressing necessity.

Forests.

The total revenue from forests during the eleven months ending November 1933 was Rs. 587 as against Rs. 564 during the corresponding period of the last year. The total expenditure during the same period was Rs. 591 in 1932 and Rs. 593 in 1933. Large economies have been effected in the expenditure on forests during the last three years and the financial position shows a marked improvement. The deficit which was as high as Rs. 135 in 1931-32 fell to only Rs. 13 in 1932-33. Full recovery must depend on the improvement in the general trade condition and the prices of timber and firewood. It is believed that the demand for bamboos is increasing.

The policy of reserving private forests after taking them over from the proprietors on long-term leases was pursued further and by the end of November 1933, proposals to reserve about 85,000 acres of private forests had already been accepted by Government. It is an encouraging sign that the large landlords are gradually awakening to the advantages of reserving their forest lands. During the survey and settlement operations in the Ranchi district, every endeavour was made to induce the landlords and the tenants to have their forest lands divided into separate *rakhats* (reserves) over which the landlords or the tenants would exercise exclusive rights. Some such partition was found to be essential to prevent the destructive race between the rival claimants where concurrent rights of landlords and tenants exist. A fair measure of success has been attained. In order to educate public opinion and to protect the *rakhats* from reckless cutting, panchayats were formed this year in each village where such *rakhats* were formed. The Bihar and Orissa Forest Association did valuable propaganda work by organizing lantern lectures and issuing bulletins on forestry.

Irrigation and Roads.

The Irrigation and Roads and Buildings Branches of the Public Works Department were amalgamated from the 1st of April 1933 as a retrenchment measure. The Son Circle of the Irrigation Branch was abolished and all the divisions except the Revenue divisions and the divisions in Chota Nagpur were

reconstituted. The Arrah and Dehri divisions were brought directly under the Chief Engineer, Irrigation Branch and the Champaran division was placed under the North Bihar Circle of the Roads and Buildings Branch. The Son Canal Revenue division was placed partly under the Chief Engineer, Irrigation and partly under the North Bihar Circle. The Cuttack division and the Angul district which were directly under the Chief Engineer, Buildings and Roads Branch, were transferred to the Superintending Engineer, Orissa Circle. The control of the Public Health Engineering Branch was also transferred from the Local Self-Government Department to the Public Works Department for two years from the same date. The Public Health 2nd division was abolished and the work of the division was distributed among the Public Works divisions.

The rainfall this year was generous and started from the month of March. Except for a break in the months of May and June, it was fairly well distributed also. Consequently the demand for water was low during the *rabi* irrigation season and the area irrigated as well as the revenue assessed were small. *Kharif* irrigation and revenue assessed were however well up to the average except in Orissa, where owing to heavy rainfall there was less demand. River supplies were good throughout the year and there was no complaint of shortage of water from any quarter.

The energies of the department, however, were sorely tried in another direction. There were extensive floods over North Bihar and Orissa and a number of protective works and roads were severely damaged. The damage was particularly heavy in Orissa where the rainfall was extraordinarily heavy and the floods unusually high. On the 6th of August 1933, the gauges at Jobra and Bellevue recorded a reading of 75.55 and 27.35 against 75.95 and 27.80 respectively in 1892 and the town of Cuttack was in danger. There was a strong southernly wind which caused wave action to scour the Kathjuri embankment and the run off of water was greatly hampered by high spring tides. The sluice at Bajrakabati was prevented from functioning and the embankment at Khannagar had to be raised at short notice because it was in danger of being overtopped. Surua Right Embankment was breached to an extent of about half a mile and Subarnarekha and Burabalong rivers, both of which exceeded the danger limit this year, were responsible for much damage. The waters of the Nuna caused breaches in a length of about eight miles of the Kendrapara Extension Canal while the Taldanda Canal was scoured in four places making

retiring of the canal necessary. The Surlake Cut which was completed last year was of great use during the floods as it took away in five days the major portion of flood water which used to recede in 15 days previously.

Construction of a bridge over the hill stream Banganga near the Patna-Gaya border south of Rajgir was taken up early in the year, the estimated cost being approximately Rs. 18,000. It was completed in May and should afford considerable relief to pilgrims coming to Rajgir from the south. Rajgir is considered holy by Hindus, Buddhists and Jains and before the construction of the bridge pilgrims underwent considerable inconvenience in crossing the stream on account of the steep and rocky nature of its banks. The bridge will also considerably reduce the distance between places in Patna and Gaya districts especially when the roads on either side of the Banganga stream are improved.

The construction of a fully bridged and metalled road connecting Patna with Arrah via Koilwar was also taken up during the year under review. The cost is estimated at close on Rs. 7 lakhs. At present the Grand Trunk road has an unbridged crossing at Dehri-on-Son and motor vehicles cannot cross the river without entraining. This difficulty will be removed by the new road. It will provide an excellent detour to the Grand Trunk road between Sasaram and Singrawan (near Burhi) and motor vehicles running between up-country and Bengal will be able to cross the Son over the existing combined railway and road bridge at Koilwar.

Agriculture.

Rainfall started early this year and up to June was generally sufficient and above normal. During the monsoon season it was irregular but was on the whole beneficial. In November light rain fell in the Orissa districts and in parts of Ranchi and Singhbhum, which will also prove beneficial to the next *rabi* crops. The outturn of winter rice is estimated at 92 per cent of the past ten years' average while that of *bhadai* crop is estimated at 89 per cent. The sugarcane crop is also expected to be fairly good and is estimated at 94 per cent of the past ten years' average.

The research on sugarcane and rice which started last year was further extended during the year under report. Attempts were made to breed better varieties of cane by crossing, and the vegetative and reproductive characters of the different local varieties of paddy were studied. Sub-stations were opened at Patna and at Cuttack, Kanke and Gaya for doing research on sugarcane and

rice respectively. At these sub-stations it will be possible to study the behaviour of the various types of cane or rice under local climatic and soil conditions. Enquiry into the cost of the production of sugarcane was started during the year and work on fruit culture is expected to start early in 1934. Further schemes for the study of the economies of tube-well irrigation and of the malting qualities of barley types grown in Bihar have been approved by the Imperial Council of Agricultural Research but are pending for want of funds.

Want of funds also prevented further extension of the demonstration and propaganda work of the department. Assistance was taken from the trained labourers and overseers from the farms to relieve the field staff. The number of demonstrations given in 1932-33 was 9,358 as against 8,976 of 1931-32; and considerably larger quantities of cane and other seeds were supplied to the cultivators. Six agricultural shows and exhibitions were held during the year and thirteen leaflets in different languages were issued with a view to popularize the results of scientific research. Improved varieties of cane are now grown over practically the entire area under sugarcane and as a result of the demonstration plots started in 135 villages, improved methods of cultivation are becoming more popular. The Provincial Agricultural Association was also revived during the year and a quarterly journal called *Kisan* was started under its auspices. The Association is expected to keep the department in touch with public opinion in the province.

As a result of the protective duty on foreign sugar, the white sugar industry in Bihar showed an unprecedented expansion during the year under report. Four new factories were started in South Bihar and fifteen in North Bihar. The factories in South Bihar will consume two thousand and four hundred tons of cane every day and it is expected that a large quantity of sugarcane, which was formerly turned into *gur*, will now be absorbed by them. As the price of *gur* is very low, these factories are expected to benefit the cultivator immensely. Side by side with the growth of the industry certain malpractices have unfortunately crept in, with the result that the cane-grower does not in many cases receive the full amount paid by the mills as the price for his cane. A cane-growers' association was formed in July in Champaran to protect the cane-growers from such practices and *Kisan Sabhas* have also been agitating on the subject. Interference by Government has also been demanded in many quarters. Government have decided to hold a conference of the representatives of the

cane-growers, the mill-owners and the Government in January next year to discuss the many problems arising out of the rapid expansion of the sugar industry in this province.

Veterinary.

Out of 6,251 outbreaks of different contagious diseases reported during the year, 5,350, i.e. 85.59 per cent, were attended by the veterinary staff. The number of animals affected was 113,489 and there were 15,126 deaths giving a percentage of 13.32 against 23 in the previous year. The number of inoculations was 150,144 which shews a reduction of 15,555 below the figure for 1932. On account of financial considerations, serum, which is an expensive article, has to be used sparingly.

One hundred and forty-four field dispensaries were opened last year with a view to bring the activities of the department into close touch with the cultivator in the rural areas. Their number decreased by nine, but treatment was given in these dispensaries to almost double the number of patients treated in 1932. This shows that their usefulness is being fully appreciated. The total number of patients treated at dispensaries other than field dispensaries was 275,862, of which 3,115 were treated at the Veterinary College Hospital, Patna. The staff also performed 102,687 castrations throughout the province, which meant an increase of 12,595 over last year's figures.

The results of the Bihar and Orissa Veterinary College were very satisfactory. In addition to the six post-graduate students, the number of students in the roll was forty-one. Fifteen students took the diploma, two of them gaining distinction in veterinary medicine. Besides continuing the last year's research in *Kumri* and Granuloma, fresh research in some other diseases was also undertaken during the year under report and valuable tests were carried out at the herds at Sepaya, Sabour and Kanke by the Disease Investigation Officer who was appointed for the purpose last year. The Patna Cattle Farm also continued to show satisfactory progress.

Co-operative societies.

The economic and financial crisis existing all over the world has tried all kinds of credit organizations to their utmost capacity and has actually resulted in the collapse of many important banks, particularly in America. In the registration of new societies, therefore, great strictness and caution were observed. Only 95 new societies were registered during the year against 81 in 1932 and 228 in 1931.

Efforts were directed more towards the consolidation and improvement of existing societies than towards increasing their number and the policy of weeding out the bad societies pursued during the last few years continued to be followed during the year, the total number of societies placed under liquidation being 259 against 330 in 1932 and 322 in 1931. The progress of collections continued to be slow. There was, however, a satisfactory increase of over 50 per cent in the amount of interest recovered from the central banks and unions by the Provincial Bank.

The Provincial Committee appointed to examine the ways and means of improving the co-operative organization had pointed out last year in their report that the principal defect of the present movement was that the societies were mainly concerned with the distribution and collection of loans, while the work of development was ignored. They strongly recommended that societies should be brought into being with a view to effect rural reconstruction and to develop generally the non-credit side of the movement. The Committee also recommended that training in rural welfare work should be given to the staff. It is interesting to note, therefore, that the new societies registered during the year include a Better Living Society in Jehanabad, 8 Village Welfare Societies in the district of Ranchi, one Village Welfare and Public Health Society in the Sambalpur area, a Thrift and Savings Society in Kujang in the district of Cuttack and a Credit Society for the sweepers of the Puri municipality. Besides the training of supervisors for rural reconstruction centres at the Durga Prasad Training Institute, the lecturer of the Cuttack Institute and four employees of central banks who are engaged in welfare work were deputed for training at Shantiniketan in Bolepur. A rural reconstruction training class was also organized at Nimapara in the district of Puri.

Some important changes were made during the year in the rules issued by Government under section 43 of the Co-operative Societies Act, which have the effect of vesting in the Registrar greater power of control over the borrowing of, and the grants of loan by societies, and also over the activities of the management committees. This will put a stop to some of the abuses noticed in the work of these committees and would check to a certain extent unsound financing by central banks or primary societies. A provincial Co-operative Act, as recommended by the Co-operative Committee, is also under contemplation.

Industries.

The prevailing depression was again responsible for further deterioration in the iron and steel, coal and mica industries. The prices of lac improved a little towards the middle of the year. The wire-nail industry was unable to withstand Japanese competition in spite of tariff protection. Even the rice, oil and flour mills were mostly working for short periods only. The only bright feature was the white sugar industry which, largely as a result of the protective duty on foreign sugar, showed an unprecedented expansion during the year under report. Five of the twenty-four new sugar factories, opened in 1933, were located in South Bihar. On account of financial stringency grants under the State Aid to Industries Act could not be made during the last two years but the growth of the sugar industry during this period in Bihar shows that there is no lack of capital in the country for profitable investments and that the absence of direct financial assistance by the State does not check development if other conditions are really favourable.

Export of fresh fish fell from 88,659 maunds in 1932 to 69,980 in 1933 while 382,500 fry as against 416,500 in the previous year were supplied by the department. Most of the tanks for which fry was obtained from the department were inspected during the year and free advice was given to those interested in fish culture. 3,500 larvicidal fish were also supplied to the tank-owners in order to check the breeding of mosquitoes.

The Department of Industries participated in a number of exhibitions in India and Europe, and it is satisfactory to note once again that in spite of the trade depression the sales of the Cottage Industries Institute, which exports large quantities of textile goods to foreign countries, has maintained the level of previous years. The textile section has also introduced new patterns and designs, and improved labour-saving appliances.

Technical education.

The total number of Government and aided institutions which gave technical education and industrial training was 22. The examination results were satisfactory. Seventeen students of the Bihar College of Engineering passed the examination for the degree of Bachelor of Civil Engineering while 41 students in all passed in the Combined Subordinate Engineering Certificate Examination. Due to the economic depression the number of new applications for admission to various classes was generally small. Two State technical scholars returned to India after completing their training in England, but no fresh scholarships for foreign training could be

given on account of the financial stringency. Six new stipends for training in tailoring, soap manufacture and hosiery-making were also awarded during the year.

Factories.

The total number of factories working during the year was 353 against 335 in 1932. Of the important new additions, sugar and rice accounted for five each and printing for three. Two railway workshops were also added. The total number of operatives employed by all the factories showed an increase of 66,896 against 65,515 in the previous year. Metal manufacture and Engineering continued to employ the largest number of workers and accounted for 20,720 and 15,891 respectively, but it is interesting to note that the sugar industry rose from the fourth position in the list of employers to the third, passing rice-mills by a margin of 2,586. The total number of hands employed by sugar factories during the year was 9,218 as compared with 5,253 in 1932.

The total number of accidents which occurred up to the middle of November was 1,618 as against 1,564 for the corresponding period of last year. One regular inspector was retrenched in 1932 and Subdivisional Officers were appointed local inspectors for factories lying in their subdivisions in February 1933. The regular inspecting staff inspected 256 factories during the year. The managers and occupiers of six factories were prosecuted on various charges.

Mines.

The demand for most minerals continued to be poor and the price of coal fell still lower. All development work involving any capital expenditure was reduced to a minimum and all mining companies made efforts to keep down the cost of production. There was a welcome improvement in the price of copper during the early part of the year, but it was not maintained, the prices at the close of the year being about the same as the average price in 1932. The prices realized in the mica industry were not remunerative and the manufacture of micanite was suspended. The only development of note was the installation of new equipment at the plant owned by the Indian Copper Corporation, Limited. This will increase the output by 50 per cent. A coal-restriction scheme has recently been launched, but it is too early to say what its effects will be.

The number of coal-mines worked was 276, of which 18 were closed during the year; the output of coal fell from 12 million tons to approximately 11 million tons. Labour supply was plentiful and there were no strikes.

The number of metaliferous mines worked during the year was 451, namely, mica 329, stone 63, slate 12, limestone 11, chromite 8, clay 7, fire-clay 4, steatite 4, sandstone 3, copper 3, manganese 3, gold 2 and iron-ore 2. There was an increase of 36 in the number of mica-mines working as compared with the previous year.

There were 354 accidents in the mines, of which 77 were fatal. The number of persons killed was 82, while 294 were injured; the corresponding figures for 1932 being 126 and 278 respectively. A number of successful prosecutions under the Bihar and Orissa Mica Act, which came into operation two years ago, were undertaken.

Labour welfare.

The cost of living index figures published by the department during the year showed a slight fall as compared with the previous year and stood lower than the pre-war normal level at all centres except Jamshedpur. There was a seasonal rise in the cost of living during the hot weather and the rains. Cuttack continued to be the cheapest centre for a workman to live in while Jamshedpur regained its reputation as the dearest. The relations between labour and employers were satisfactory. The general health of the mining population was good. The Jharia Mining Board of Health continued to do useful work for the improvement of sanitation and water-supply.

APPENDIX II.

A.—MEMBERS OF THE BIHAR AND ORISSA EXECUTIVE COUNCIL.

His Excellency Sir James David Sifton, K.C.S.I., K.C.I.E., I.C.S.

The Hon'ble Raja Rajendra Narayan Bhanja Deo of Kanika, O.B.E.

The Hon'ble Mr. John Tarlton Whitty, C.S.I., C.I.E., I.C.S.

B.—MINISTERS.

Ministry of Education: The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.

Ministry of Local Self-Government: The Hon'ble Sir Ganesh Datta Singh, Kt.

C.—MEMBERS OF THE BIHAR AND ORISSA LEGISLATIVE COUNCIL.

The Hon'ble Babu Nirsu Narayan Sinha, M.A., B.L.—President.

Rai Bahadur Lakshmidhar Mahanti—Deputy President.

Mr. Saiyid Anwar Yusuf, Bar.-at-Law—Secretary.

Babu Raghunath Prashad, M.A., B.L.—Assistant Secretary.

EX-OFFICIO MEMBERS—(2).

The Hon'ble Raja Rajendra Narayan Bhanja Deo of Kanika, O.B.E.

The Hon'ble Mr. John Tarlton Whitty, C.S.I., C.I.E., I.C.S.

NOMINATED OFFICIALS—(12).

Mr. Bhalchandra Krishna Gokhale, I.C.S.

Mr. Henry Carlos Prior, I.C.S.

Mr. Henry Abraham Gubbay, C.I.E.

Mr. Godfrey Elwin Owen, I.C.S.

Mr. Arthur Cecil Davies, I.C.S.

Mr. Philip Cubitt Tallents, C.I.E., I.C.S.

Mr. George Earnest Fawcus, C.I.E., O.B.E.

Mr. Frederick Archibald Betterton.

Mr. Norman Frederick Peck, I.C.S.

Mr. Eric Cecil Ansorge, I.C.S.

Mr. John Austen Hubback, C.S.I., I.C.S.

Mr. John Wardle Houlton, I.C.S.

NOMINATED NON-OFFICIALS—(4).

Khan Bahadur Shah Muhammad Yahya.

Rai Bahadur Kedar Nath.

Babu Bimla Charan Singh.

Rai Sahib Sri Ballabh Das.

REPRESENTATIVES OF CLASSES AND COMMUNITIES—(9).

Mr. Sagram Hembrome ...	(Aborigines).
Garbett Captain Manki	
Reverend Brajananda Das ...	(Depressed Classes).
Babu Ram Narayan	
Rai Bahadur Ram Ranvijaya Singh	Industrial interests other than Planting and Mining.
Babu Jogendra Chandra Mukharji ...	The Domiciled Bengali Community.
Mr. Alfred Eustace D'Silva ...	The Anglo-Indian Community.
Mr. Rowland Chandra	The Indian Christian Community.
Rai Bahadur Harendranath Banarji	The labouring classes.

ELECTED MEMBERS—(76).

Name.	Constituencies.
Patna Division—(16).	
Mr. Saiyid Abdul Aziz	Patna Division Muhammadan Urban.
Khan Bahadur Saiyid Muhammad Husain.	East Patna Muhammadan Rural.
The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Kt., Khan Bahadur.	West Patna Muhammadan Rural.
Babu Rajeshvari Prashad ...	Patna Division Non-Muhammadan Urban.
Babu Shyam Narayan Singh Sharma	Patna Non-Muhammadan Urban.
Sir Ganesh Datta Singh ...	East Patna Non-Muhammadan Rural.
Babu Rajandhari Sinha	West Patna Non-Muhammadan Rural.
Raja Bahadur Harihar Prashad Narayan Singh, O.B.E.	Landholders', Patna Division.
Maulavi Khalilur Rahman ...	Gaya Muhammadan Rural.
Babu Ramanugrah Narayan Singh ...	West Gaya Non-Muhammadan Rural.
Babu Bhagwati Sharan Singh ...	Central Gaya Non-Muhammadan Rural.
Babu Rameshvar Prashad Singh ...	East Gaya Non-Muhammadan Rural.
Mr. Saiyid Muhammad Athar Husain	Shahabad Muhammadan Rural.
Mr. Sachchidananda Sinha ...	Central Shahabad Non-Muhammadan Rural.
Babu Radha Prashad Sinha ...	South Shahabad Non-Muhammadan Rural.
Babu Radha Mohan Sinha ...	Arrah Non-Muhammadan Rural.

Name.	Constituencies.
Tirhut Division—(19).	
Maulavi Muhammad Abdul Ghani ...	Tirhut Division Muhammadan Urban.
Maulavi Muhammad Hasan Jan ...	Muzaffarpur Muhammadan Rural.
Maulavi Shaikh Muhammad Shafi ...	Darbhanga Muhammadan Rural.
Khan Bahadur Saghir-ul-Haqq ...	Saran Muhammadan Rural.
Maulavi Abdul Wadood ...	Champaran Muhammadan Rural.
Rai Bahadur Dwarka Nath ...	Tirhut Division Non-Muhammadan Urban.
Babu Harekrishna Chaudhuri ...	North-West Darbhanga Non-Muhammadan Rural.
Mahanth Manmohan Das ...	North-East Darbhanga Non-Muhammadan Rural.
Babu Sardananda Kumar ...	South-East Darbhanga Non-Muhammadan Rural.
Babu Ramasray Prashad Chaudhuri	Samastipur Non-Muhammadan Rural.
Babu Rameshvar Pratap Sahi ...	North Muzaffarpur Non-Muhammadan Rural.
Babu Sri Narayan Mahtha ...	East Muzaffarpur Non-Muhammadan Rural.
Babu Badri Narayan Singh ...	West Muzaffarpur Non-Muhammadan Rural.
Rai Bahadur Shyam Nandan Sahay	Hajipur Non-Muhammadan Rural.
Babu Jagdeva Prashad Singh ...	North Saran Non-Muhammadan Rural.
Babu Nirsu Narayan Sinha ...	South Saran Non-Muhammadan Rural.
Rai Bahadur Krishnadeva Narayan Mahtha.	North Champaran Non-Muhammadan Rural.
Babu Lalita Prashad Chaudhuri ...	South Champaran Non-Muhammadan Rural.
Babu Chandreshvar Prashad Narayan Sinha.	Landholders', Tirhut Division.
Bhagalpur Division—(17).	
Khan Bahadur Abdul Wahhab Khan	Bhagalpur Division Muhammadan Urban.
Chaudhuri Muhammad Nazirul Hasan.	Bhagalpur Muhammadan Rural.
Maulavi Saiyid Muhammad Mehdi	Monghyr Muhammadan Rural.
Maulavi Haji Muhammad Bux Chaudhuri.	Purnea Muhammadan Rural.
Mr. Saiyid Moinuddin Mirza ...	Kishanganj Muhammadan Rural.
Maulavi Abdul Aziz	Santal Parganas Muhammadan Rural.
Babu Jogendra Mohan Sinha ...	Bhagalpur Division Non-Muhammadan Urban.

Name.	Constituencies.
Rai Bahadur Haldhar Prashad Singh	North Bhagalpur Non-Muhammadan Rural.
Babu Rudra Pratap Singh ...	Central Bhagalpur Non-Muhammadan Rural.
Mr. K. Lal	South Bhagalpur Non-Muhammadan Rural.
Babu Sri Krishna Prashad ...	South-West Monghyr Non-Muhammadan Rural.
Babu Bishundeo Narayan Singh ...	North-West Monghyr Non-Muhammadan Rural.
Rai Bahadur Lakshmi Prashad Sinha	East Monghyr Non-Muhammadan Rural.
Raja Prithwi Chand Lal Chaudhuri	Purnea Non-Muhammadan Rural.
Babu Shib Chandra Singh ...	Santal Parganas North Non-Muhammadan Rural.
Babu Ramjiwan Himatsingha ...	Santal Parganas South Non-Muhammadan Rural.
Rai Bahadur Dalip Narayan Singh	Landholders', Bhagalpur Division.
Orissa Division—(10).	
Maulavi Shaikh Abdul Jalil ...	Orissa Division Muhammadan Rural.
Babu Harihar Das	Orissa Division Non-Muhammadan Urban.
Rai Bahadur Lakshmidhar Mahanti	North Cuttack Non-Muhammadan Rural.
Babu Nikunja Kishore Das ...	South Cuttack Non-Muhammadan Rural.
Babu Radharanjan Das	North Balasore Non-Muhammadan Rural.
Babu Jagannath Das	South Balasore Non-Muhammadan Rural.
Babu Godavaris Misra	North Puri Non-Muhammadan Rural.
Rai Bahadur Loknath Misra ...	South Puri Non-Muhammadan Rural.
Babu Braja Mohan Panda ...	Sambalpur Non-Muhammadan Rural.
Babu Birabar Narayan Chandra Dhir Narendra.	Landholders', Orissa Division.
Chota Nagpur Division—(9).	
Maulavi Habibur Rahman ...	Chota Nagpur Division Muhammadan Rural.
Mr. Nanda Kumar Ghosh ...	Chota Nagpur Division Non-Muhammadan Urban.
Rai Bahadur Sarat Chandra Ray ...	Ranchi Non-Muhammadan Rural.
Babu Kalyan Singh	Hazaribagh Non-Muhammadan Rural.
Bhaiya Rudra Pratap Deo ...	Palamau Non-Muhammadan Rural.
Rai Bahadur Satish Chandra Sinha	South Manbhum Non-Muhammadan Rural.
Babu Devendra Nath Samanta ...	Singhbhum Non-Muhammadan Rural.
Babu Kunja Bihari Chandra ...	North Manbhum Non-Muhammadan Rural.
Babu Maheshvari Prashad Narayan Deo.	Landholders', Chota Nagpur Division.

Name.	Constituencies.
Others—(5).	
Maulavi Saiyid Muhammad Hafeez	Patna University.
Mr. Joshua Thomas	European Constituency.
Mr. W. H. Meyrick	Planting Constituency.
Mr. James Arthur McKerrow ...	Indian Mining Association.
Babu Manindra Nath Mukharji ...	Indian Mining Federation.

D.—MEMBERS OF THE COUNCIL OF STATE FROM BIHAR AND ORISSA.

NOMINATED OFFICIAL—(1).

The Hon'ble Mr. P. W. Murphy, I.C.S.

NOMINATED NON-OFFICIAL—(1).

The Hon'ble Maharajadhiraja Sir Kameshwar Singh, K.C.I.E., of Darbhanga.

ELECTED—(3).

The Hon'ble Rai Bahadur Radha Krishna Jalan.	Bihar and Orissa (Non-Muhammadan).
The Hon'ble Raja Raghunandan Prashad Singh.	
The Hon'ble Mr. Abu Abdullah Saiyid Husain Imam.	Bihar and Orissa (Muhammadan).

E.—MEMBERS OF THE LEGISLATIVE ASSEMBLY FROM BIHAR AND ORISSA.

NOMINATED OFFICIAL—(1).

Babu Pradyumna Prashad Singh.

ELECTED—(12).

Saiyid Sah Muhammad Maswood Ahmad.	Patna and Chota Nagpur *Cum* Orissa (Muhammadan).
Mr. Bhupat Singh	Bihar and Orissa (Landholders).
Maulavi Badi-uz-zaman ...	Bhagalpur Division (Muhammadan).
Maulavi Muhammad Shafee Daoodi	Tirhut Division (Muhammadan).
Pandit Ram Kishun Jha ...	Darbhanga *Cum* Saran (Non-Muhammadan).
Mr. Gaya Prashad Singh ...	Muzaffarpur *Cum* Champaran (Non-Muhammadan).

Name.	Constituencies.
Mr. Bhubananda Das	Orissa Division (Non-Muhammadan).
Mr. Biswanath Misra	Ditto.
Mr. Badri Lal Rastogi	Patna *Cum* Shahabad (Non-Muhammadan).
Kumar Gupteshwar Prashad Singh	Gaya *Cum* Monghyr (Non-Muhammadan).
Rai Bahadur Sukhraj Rai ...	Bhagalpur, Purnea and the Santal Parganas (Non-Muhammadan).
Thakur Mahendra Nath Sahi Deo	Chota Nagpur Division (Non-Muhammadan).

APPENDIX III.

ABSTRACT OF THE BUDGET ESTIMATES FOR 1933-34.

[IN THOUSANDS OF RUPEES EXCEPT ACCOUNTS.]

Revenue and Receipts.	Budget Estimate, 1933-34.	Revised Estimate, 1932-33.	Budget Estimate, 1932-33.	Accounts, 1931-32.
	TRS.	TRS.	TRS.	RS.
II.—Taxes on Income	3,17	2,67	2,82	2,13,436
III.—Salt	3,00	3,50	..	2,83,500
V.—Land Revenue	1,79,57	1,78,20	1,79,38	1,76,09,213
VI.—Excise	1,27,01	1,20,61	1,20,00	1,22,07,398
VII.—Stamps	1,07,50	1,06,50	1,05,00	1,05,73,168
VIII.—Forest	6,39	6,41	7,28	6,41,368
IX.—Registration	13,50	12,70	13,00	13,29,590
XIII.—Irrigation, Navigation, Embankment and Drainage works for which capital accounts are kept.	19,17	19,99	18,72	20,41,410
XIV.—Irrigation, Navigation, Embankment and Drainage works for which no capital accounts are kept.	99	99	1,08	1,00,862
XVI.—Interest	4,92	5,35	5,59	5,32,232
XVII.—Administration of Justice ..	5,46	5,67	5,22	5,63,677
XVIII.—Jails and Convict Settlements ..	4,32	4,23	4,84	6,17,361
XIX.—Police	1,82	1,81	1,81	1,78,406
XX.—Ports and Pilotage	4	2	..	240
XXI.—Education	7,46	7,34	7,45	6,95,242
XXII.—Medical	2,11	2,11	2,28	2,54,498
XXIII.—Public Health	1,61	1,55	1,33	1,57,484
XXIV.—Agriculture	2,41	2,26	2,04	2,18,573
XXV.—Industries	2,22	3,69	3,41	89,629
XXVI.—Miscellaneous Departments ..	32	35	29	50,589
XXX.—Civil Works	8,66	10,79	10,71	8,77,623
XXXII.—Transfers from Famine Relief Fund ..	..	..	..	20,00,000
XXXIII.—Receipts in aid of Superannuation ..	99	93	1,07	1,12,333
XXXIV.—Stationery and Printing	2,51	2,50	2,43	2,32,887
XXXV.—Miscellaneous	3,35	3,37	4,33	3,66,324
XXXIXA.—Miscellaneous adjustments between the Central and Provincial Governments.	..	..	..	..
XL.—Extraordinary Receipts	..	..	..	..
TOTAL REVENUE ..	5,08,50	5,03,54	5,00,08	5,19,47,043
Loans and advances by the Provincial Government (Recoveries).	7,24	9,10	8,99	6,91,972
Deposits Account of the grant made by the Imperial Council of Agricultural Research.	71	1,37	..	24,229
Advances from the Provincial Loans Fund ..	..	..	..	..
Transfers from Famine Relief Fund	11,26	6,31	7,58	5,96,600
Famine Relief Fund	9,34	8,38	9,47	7,90,250
Subvention from Central Road Development Account	3,30	8,49	2,50	1,25,000
Appropriation for reduction or avoidance of debt ..	58	55	55	51,365
Suspense	1,75	1,34	1,78	2,15,172
TOTAL RECEIPTS ..	5,42,68	5,39,08	5,30,95	5,44,41,631
Opening Balance	(b)52,34	(a)42,55	27,89	82,52,116
GRAND TOTAL	5,95,02	5,81,63	5,58,84	6,26,93,747

(a) Includes 28,78 in Famine Relief Fund, 3,03 for Road Subventions and 14 out of the grants made by the Imperial Council of Agricultural Research.

(b) Includes 30,85 in Famine Relief Fund, 7,02 for Road Subventions and 13 out of the grants made by the Imperial Council of Agricultural Research.

APPENDIX III—*concld.*

ABSTRACT OF THE BUDGET ESTIMATES FOR 1933-34—*concld.*

[IN THOUSANDS OF RUPEES.]

Expenditure.	Budget Estimate, 1933-34.	Revised Estimate, 1932-33.	Budget Estimate, 1932-33.	Accounts, 1931-32.
	Trs.	Trs.	Trs.	Trs.
5.—Land Revenue	17,24	19,53	19,73	22,17
6.—Excise	15,09	14,66	15,25	15,44
7.—Stamps	2,18	2,07	2,26	2,17
8.—Forest	7,20	6,77	7,44	7,45
8A.—Forest Capital outlay charged to revenue	18	17	24	62
9.—Registration	6,30	5,79	5,94	6,18
14.—Interest on Irrigation Works for which capital accounts are kept.	20,45	20,45	20,45	20,45
15.—Irrigation Revenue Account—Other Revenue expenditure financed from ordinary revenue.	1,51	2,28	2,27	5,78
15 (1).—Other revenue expenditure financed from Famine Insurance grants.	..	..	..	..
16.—Irrigation Capital Account—Construction of Irrigation, Embankment and Drainage Works.	..	..	..	(—) 10
19.—Interest on Ordinary Debt	56	76	53	59
20.—Interest on other obligations	1,01	97	1,21	85
21.—Appropriation for reduction or avoidance of debt	58	55	55	51
22.—General Administration	75,84	66,24	66,45	70,53
24.—Administration of Justice	39,75	37,40	37,36	39,52
25.—Jails and Convict Settlements	20,81	19,46	15,98	18,32
26.—Police	86,26	83,55	84,55	83,50
27.—Ports and Pilotage	2	..	..	..
30.—Scientific Departments	31	30	30	39
31.—Education	81,22	77,98	78,34	86,07
32.—Medical	26,25	24,85	25,25	26,77
33.—Public Health	11,43	9,15	8,74	9,67
34.—Agriculture	13,84	12,86	12,91	14,46
35.—Industries	8,51	8,23	9,05	8,31
37.—Miscellaneous Departments	71	72	67	91
41.—Civil Works	38,94	44,21	41,21	57,09
43.—Famine	43	8	43	1
45.—Superannuation Allowances and Pensions	35,11	33,84	32,03	32,23
45A.—Commutation of pensions financed from ordinary revenue.	..	..	..	2,74
46.—Stationery and Printing	8,05	8,07	8,54	8,56
47.—Miscellaneous	1,30	1,19	1,37	1,34
51.—Contributions to the Central Government by the Provincial Government.	..	..	..	..
51A.—Miscellaneous adjustments between the Central and Provincial Governments.	..	..	..	..
52.—Extraordinary payments	8	36	2	1
TOTAL—EXPENDITURE CHARGED TO REVENUE	5,21,16	5,02,49	4,99,07	5,42,54
Commuted value of Pensions	3,06	3,35	3,60	—14
Payments to retrenched personnel	—3	19	..	..
Deposit Account of the grant made by the Imperial Council of Agricultural Research.	71	1,38	..	10
Loans and advances by the Provincial Government	8,36	2,90	4,50	6,40
Repayments of Advances from the Provincial Loans Fund.	58	55	55	51
Transfers from Famine Relief Fund (Repayments)	7,08	6,04	6,85	4,76
Famine Relief Fund.	11,26	6,31	7,58	25,97
Subventions from Central Road Development Account	2,47	4,50	3,94	2,44
Suspense	1,69	1,58	1,82	1,81
TOTAL—EXPENDITURE NOT CHARGED TO REVENUE	35,18	26,80	28,84	41,85
Reserve for unforeseen	1,00	..	1,00	..
TOTAL—EXPENDITURE	5,57,34	5,29,29	5,28,91	5,84,39
Closing Balance	(a)37,68	52,34	29,93	42,55
GRAND TOTAL	5,95,02	5,81,63	5,58,84	6,26,94
Provincial — Surplus	..	9,79	2,04	..
Provincial — Deficit	14,66	..	..	..

(a) Includes 28,93 in Famine Relief Fund, 7,35 for Road Subventions and 13 out of the grants made by the Imperial Council of Agricultural Research.

APPENDIX IV.

Speech delivered by His Excellency Sir James David Sifton in reply to the address of the Bihar and Orissa Country League at Ranchi, on the 24th May 1932.

RAJA RAGHUNANDAN PRASHAD SINGH AND MEMBERS OF THE COUNTRY LEAGUE,

I thank you for the very kind welcome you have given me on my return to the province.

Your League is representative of the classes which have a great stake in the country, and whose interest is bound up with the stability of its Government, and you count among your members in the province most of those who have large landed property and wide business interests. You claim to have done much to combat mischievous ideas and pernicious propaganda and to work in the direction of peace, tranquillity and orderly Government.

For such a League there is a wide scope for activity at the present moment. We are on the verge of a great political change, the magnitude of which is hard to visualise, and he would be a bold man who would prophesy the results. Hitherto the name " Government " meant to the majority of people a generally beneficent power giving protection to all classes of interests in the community against invasion of their established rights, and dispensing even-handed justice when there has been a clash between warring factions. To most people, leading a quiet and sheltered life, politics and political agitation have been something unreal. If socialistic ideas were ventilated on the platform, and speeches made at public meetings attacking the landed and propertied classes, these have caused but little uneasiness for there is a vague feeling that " Government " would see that things do not go very far wrong and would put down such agitation if it threatened to become dangerous to the established order of society.

This idea of " Government " as an outside force, that will see that things are all right in the end, is still widely prevalent and is responsible for the inertia of large sections of the population which want nothing better than the present order of things. But this view of Government is no longer well-founded. The country in a very short space of time will be administered by a democratic government, chosen in the first place by electors and dependent on the enfranchised classes for its existence and support. Those who are to direct the administration of the province in the near future will have to command the confidence of the general populace.

I see from the constitution and rules of the Country League that one of the objects the League has set before itself is to form a political party and to select and train candidates for the Legislative Council and the Assembly, who will work constitutionally for the advancement of self-government within the Empire. Your intention is to form a Conservative Party, to assure the protection of property and to advance agricultural, commercial and industrial interests. Frankly, I have seen very few signs of such a party existing yet as a serious political power, and if you intend to make a bid for power under the new constitution, you have a lot of leeway to make up and very little time to establish yourselves.

In particular, I would advise those of you who are great landlords to consider your position seriously. In an agricultural country, like Bihar and

Orissa, the predominant power of the vote must rest with the small farmers and tenants. It is for you landlords, in the short time available, if you hope to play a leading part in the future administration, to convince your tenants that your interests and theirs are not mutually opposite, but that there is a community of interest for those who live by the land. If each one of you can stand secure in the good will of your tenantry, and you can overcome any grounds of disunion in your own party, the future is yours. But be sure that your political opponents will take full advantage at the poll of any cleavage between you and your raiyats.

The ideal of your party to which I have already referred, is one to which no constitutionalist can take exception, and it rests with you to put that ideal into effect.

Lastly, I must express my appreciation of your message of humble duty and sincere devotion to the Throne, and I will see that the message is duly conveyed to His Majesty the King-Emperor.

APPENDIX V.

Sources of information available to public.

CHAPTER II.—FINANCE.

Financial statements for Bihar and Orissa, 1932-33, and Debates in the Legislative Council on the budgets for 1932-33 and 1933-34.

Proposals for Indian Constitutional Reform (White Paper).

CHAPTER III.—THE LEGISLATURE.

Proceedings of the Bihar and Orissa Legislative Council (volumes XXVI, XXVII and XXVIII).

CHAPTER IV.—LOCAL SELF-GOVERNMENT.

Resolutions reviewing the reports on the working of the district boards and municipalities in Bihar and Orissa during 1932-33.

CHAPTER V.—EDUCATION.

Report of the Committee on Primary Education.

Report on the Progress of Education in Bihar and Orissa for 1932-33.

Bihar and Orissa Council of Women—Report for the year 1933.

CHAPTER VI.—PUBLIC HEALTH AND MEDICAL RELIEF.

Annual Public Health Report for 1932 and the Annual Vaccination Report for 1932-33.

Annual Report of the Superintending Engineer, Public Health Circle (Engineering branch), for 1932-33.

Annual Report of the Prince of Wales Medical College for 1932-33.

Annual Report of the Medical Schools in the province for 1932-33.

Triennial Report on the working of the Mental hospitals, 1930—32.

Annual Report on the working of the Radium Institute for 1932.

Annual Report on the working of the Pasteur Institute for 1932.

Annual Report of the Itki Sanatorium for 1932.

CHAPTER VII.—MAINTENANCE OF THE PEACE, ADMINISTATION OF JUSTICE AND JAILS.

Annual Report on the Administration of the Police Department for 1932.

Report on the Administration of Criminal Justice for 1932.

Report on the Administration of Civil Justice for 1932.

Administration Report on Jails in Bihar and Orissa for 1932.

CHAPTER VIII.—EXCISE.

Report on the Administration of the Excise Department for 1932-33.

CHAPTER IX.—THE LAND AND THE PEOPLE.

Report on Land Revenue Administration for 1932-33.

Report of Wards, Encumbered, Trust and Attached estates for 1932-33.

Annual Report on the working of the Department of Land Records and Surveys, Bihar and Orissa, for the year ending 30th September 1933.

Annual Progress Report on the Forest Administration for 1932-33.

Annual Administration Report of the Irrigation Department for 1932-33.

Administration and Progress Report of the Public Works Department (Roads and Buildings) for 1932-33.

CHAPTER X.—AGRICULTURE AND CO-OPERATION.

Annual Report of the Agricultural Department for 1932-33.

Annual Report of the Civil Veterinary Department for 1932-33.

Report on the working of the Co-operative Societies in Bihar and Orissa for 1932.

Season and Crop Report for 1932-33.

Report of the Committee on Co-operation, 1931-32.

CHAPTER XI.—COMMERCE AND INDUSTRY.

Report of the Chief Inspector of Mines in India for 1932.

Annual Report on the working of the Indian Factories Act in Bihar and Orissa in 1932.

Maritime Trade Report, Bihar and Orissa, for 1932.

Annual Report on the working of Joint Stock Companies in the province of Bihar and Orissa for 1932-33.

Annual Report of the Indian Posts and Telegraphs Department for 1932-33.

Annual Report of the Director of Industries for 1932-33.

GLOSSARY.

Vernacular.		English.
Aman Sabha	...	... Organization for propaganda in favour of law and order.
Ashram	...	... Hermitage, place of abode.
Ayurvedic	...	... Pertaining to oriental medical science.
Badmash	...	... A bad character.
Bakr-Id	...	... A Muslim festival at which cows are sometimes sacrificed.
Bazaar	...	... Market place.
Begari	...	... Work without remuneration.
Bhadai	...	... Autumn crop.
Bhang	...	... An intoxicating drug made from leaves of the hemp plant.
Bundh	...	... Embankment.
Chamar	...	... A low-class Hindu; one of the untouchable castes.
Chaukidar	...	... Village watchman.
Cutchery	...	... Court.
Dai	...	... Maid-servant, midwife.
Diwali	...	... A Hindu festival.
Durga	...	... A Hindu deity.
Elaka	...	... Jurisdiction.
Ganja	...	... The hemp plant, which is smoked for intoxication.
Gola	...	... Granary or store-house.
Gur	...	... Raw sugar.
Guru	...	... Teacher.
Harijan	...	... An untouchable.
Hartal	...	... Suspension of business, used as a political demonstration.
Idul-fitr	...	... A Muslim religious festival.
Kamdar	...	... Expert cultivator.
Khaddar	...	... Cloth made from hand-spun yarn.
Kund	...	... A spring.
Lathi	...	... Stout stick or club.

Vernacular.			English.
Madrasa	...	...	School for education in Urdu, Persian or Arabic.
Mahua	...	...	A tree, flowers of which are used for preparing country wine.
Makai	...	...	Maize.
Maktab	...	...	Elementary village school for education in Urdu.
Mela	...	...	Fair or religious gathering.
Muharram	...	...	A Muhammadan festival.
Panch	...	...	Member of a panchayat (*lit.* five).
Panchayat	...	...	A committee, a body of arbitrators, originally five in number.
Pathshala	...	...	Elementary village school.
Puja	...	...	Worship.
Punkha	...	...	Fan.
Purdah	...	...	(*lit.* a veil or curtain). A custom by which ladies of respectable class do not appear in public.
Rabi	...	...	The spring harvest.
Raiyat	...	...	A tenant cultivator.
Rakhat	...	...	Reserve.
Rathajatra	...	...	The car festival.
Sabha	...	...	A meeting; an organization.
Sahiwal	...	...	A Punjab breed of good milch cattle.
Sanatan Dharma	...	...	Oldest form of Hindu religion.
Sanatanist	...	...	A follower of Sanatan Dharma.
Swaraj	...	...	Self-Government.
Takavi	...	...	Agricultural.
Tari	...	...	Toddy, fermented juice of the palm tree.
Tazia	...	...	A structure which is taken in procession during the Muharram festival.
Zenana	...	...	A lady observing purdah.
Zirat	...	...	Proprietor's private holding.

MEASUREMENTS.

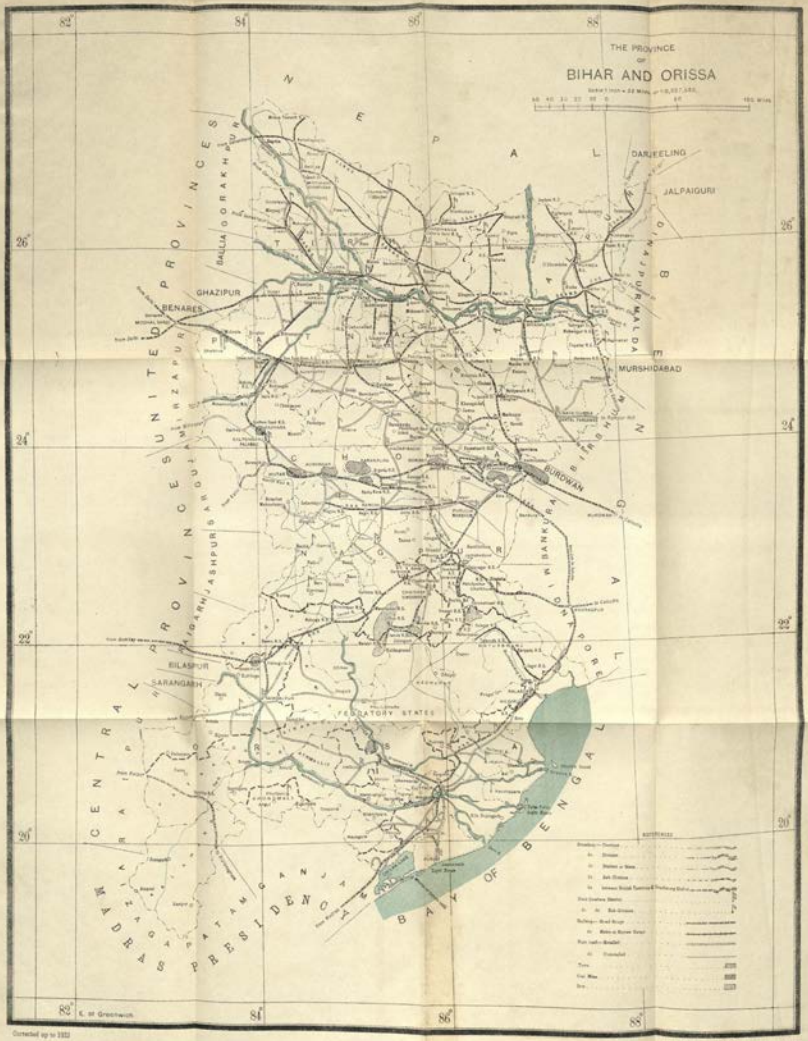
80 tolas=16 chittaks=1 seer (=about 2 lbs. avoirdupois).

40 seers=1 maund.

1 lakh=1,00,000.

1 crore=100 lakhs.

BOGP (Rev) 56—470—30-6-1934—JCB & others.



Corrected up to 1933

00133075

Digitized with financial assistance from

Government of Maharashtra

on 01 February, 2020